UNITED STATES DEPARTMENT OF AGRICULTURE
Production and Marketing Administration
Washington 25, D.C.
Tobacco Branch

August 4, 1950

To: R. W. Herder, Assistant Administrator for Management

From: Stephen E. Wrather, Deputy Director, Tobacco Branch

Subject: Management Improvement Plan - Tobacco Branch

Attached is the Management Improvement Plan for the Tobacco Branch which is presented on a Divisional basis by Programs or Activities.

It is understood that the information contained therein is for Administrative Use only.

Stephen E. Wrather

Agriculture - Washington

TOBACCO BRANCH - PMA

Production Programs Division

Tobacco Marketing Quota Program

I. INVENTORY AND STATEMENT OF REVIEW FACILITIES AND TECHNIQUES

1. Program Objectives and Operational Plans

a. Basic legislation contained in the Agricultural Adjustment Act of 1938, as amended, provides an adequate basis for development of operational plans. However, more specific legislative authority would be helpful in connection with certain program objectives. The lack of specific authority for measurement of tobacco acreages makes it necessary for us to rely upon such provision for other basic commodities and regulations. The law is not entirely adequate in regard to the reduction of allotments where fields of tobacco are hidden. Also, the interpretation being applied to the minimum acreage allotment provision should be reviewed and clarified with an appropriate amendment.

b. No statement of general or specific objectives (other than the statement recently developed for the special project on review of PMA program objectives) has been formulated.

c. The objectives of the Tobacco Branch as contained in the statement already submitted, and which are directly related to the Production Programs Division, stress the promotion of orderly marketing of tobacco, provisions of adequate supplies and reserves of tobacco, and for operation of program objectives at minimum cost. The methods used in determining that such objectives are in line with current requirements, legislative policy and overall program of the President, the Department and PMA insofar as can be accomplished:

(1) When the national marketing quota for each kind of tobacco for which a quota is proclaimed is to be set, recommendations of producers, the trade, consumers, and any other interested persons are invited through publication in the Federal Register of the Secretary's intention to proclaim a quota by a certain date together with a request for any views of the above groups. In addition, discussion meetings are held to which the trade and farm organizations are invited and where full discussion is entered into by such representatives and the Department's representatives. The above actions, as well as subsequent resultant procedures, are checked and cleared with the Office of the Assistant Administrator for Production.

(2) Intra-Branch recommendations are based on findings made after thoroughly and systematically reviewing all pertinent facts and data in the light of applicable legislation. The Program Analysis and Commodity Research Division has and carries the responsibility of developing the statistics on which the national marketing quota is based. These statistics are thoroughly discussed with the Director of the Tobacco Branch, the Production Programs Division, the Marketing Programs Division, and others in the Branch whose work is related to the subject. This is done on an informal basis, but the very best thought possible goes into the consideration of establishment of the national marketing quota. This work naturally involves a review of the basic issues involved and close study to see that the end result conforms with the objectives stated above.

The orderly marketing of tobacco, which is itself dependent to a large extent on the national quota, is also dependent on the marketing quota program operated by the Production Programs Division under the Branch Director. This program provides for identification of all tobacco sold, for reports by purchasers and producers, and for maintenance of records by purchasers, processors, and transporters subject to examination by the Secretary. This assures that tobacco sold in excess of the individual farm marketing quotas is subject to penalty, serving as a deterrent to marketing more tobacco than authorized. Each year the regulations, instructions, and forms are reviewed in order that there may be incorporated any desirable improvements. These improvements are suggested by the various State offices and also by representatives of the Tobacco Branch who work on the tobacco marketing quota program. These improvements are reviewed and measured by the extent to which they can reasonably be expected to result in tighter administration of the program, since the purpose of the program is to accomplish the objectives of the Branch as stated above.

d. Specific work plans are developed for and followed by the Production Programs Division on a reasonable time table basis. The informational material used in connection with referenda is prepared and disseminated by the Division well ahead of each referendum and representatives of the Division visit and work with State PMA Committees in order to assist them in planning their educational programs, to review the problems which have come up in past referenda, and to assist them in every way possible in carrying out

the meetings of producers, committeemen, and others in connection with the referendum. Time table operation of determining acreage allotments is followed so as to issue notices of acreage allotments to producers prior to the referendum and as early as possible in years during which no referendum is held. This work has to be fitted in with and take into account other work by State offices since the personnel in the State office cannot be expanded and reduced spasmodically, due to budgeted funds and personnel. The direction and supervision given to the State office work in connection with State office audits of county office tobacco marketing quota records, audit and analysis of reports for dealers and warehousemen, and handling violations, is scheduled as nearly on a timely basis as possible. Representatives of the Division visit the State offices (and to the extent required, county offices) and assist in getting the work done in a uniform manner and on a timely basis. While a reasonably standard schedule is followed, the many factors involved such as availability of State office personnel at a particular time cause the schedule to be practicably elastic.

(1) Work plans do include deadline dates or "target" dates on all work where legal significance is involved (such as referenda work and certain other work), and in all work there is at least a "target" date.

(2) Work plans are reviewed, usually on an informal basis, by the Division with consultation as needed with the Branch Director. This is necessary in order to adjust efforts in line with the status of the work in the various States and in recognition of additional work thrust upon the Division because of necessary collaboration on special projects originating elsewhere in the Department.

(3) While graphic materials are not used to great degree as such, status tables and similar information relative to the progress on the various phases of the work are prepared for use by the Division and by State PMA Committees in order that (a) a picture may be obtained as to the relative standing of each State, and (b) in order that improvements can be made by the Branch in the methods of getting the work done. No formal action, beyond that involved as described, is contemplated.

2. <u>Determining Program Results</u>

a. Program accomplishments are appraised annually with respect to determination of the national marketing quota, to the extent that the adjustment effected in the amount of tobacco

marketed has a direct bearing on the amount of the national marketing quota next to be proclaimed. The total supply of tobacco of the various types, respectively, is studied very carefully in conjunction with the Program Analysis and Commodity Research Division, and consideration given to the treatment to be accorded the types (including the types comprising a single kind of tobacco such as fire-cured).

The program accomplishments in regard to orderly marketing and observance of budgetary limitations receive both annual and daily attention, the method used consisting for the most part of appraising the work in its day-to-day and week-to-week operation, making note of its weaknesses and either correcting them at the time or placing them on schedule for future attention, depending on the nature and effect of such.

b. As indicated above,

(1) Part of the appraisal is made at intervals throughout the year, and

(2) Part is made at the conclusion of the program year.

c. Comparisons are made by years on certain phases of the work such as number of pending violation cases, number of acreage allotments reduced because of violations, the amounts of penalties collected, the number of delinquent dealer and warehouse reports, and some other phases of the work. However, the exact comparison of efficient operation of some phases of the work by years is not entirely feasible; for instance, a relatively high production due to good weather will result in a relatively larger carry-over of tobacco than for a year when production conditions were unfavorable and yet the mechanical operations of the program may have been as good or better during the latter year.

d. As indicated in (a) and (c) above, the Division operates rather as a single unit and appraisals of its accomplishments are made on a Division basis.

e. No arrangement other than that described above is utilized.

f. Aside from the status tables, above referred to, very little formalized reporting is done except with respect to special individual problem cases which are discussed with the Chief or Assistant Chief, or in some cases, with the Branch Director.

g. The action taken on the basis of such appraisals as are made takes the form of (1) tightening regulations, or (2) closer surveillance of the area if the untoward development is sufficiently localized, or (3) both. It is felt that only by working together as a unit is it possible for all representatives of the Division to keep properly aware of pertinent developments.

h. Reports Required or Received by Tobacco Branch See exhibits 1-10 attached.

h. Reports Required or Received by Tobacco Branch Exhibit 1

(1) Penalties and Refunds--This report is not numbered.

(2) This report is submitted by 17 State PMA offices to the Tobacco Branch.

(3) This report is submitted monthly.

(4) This report shows for each kind of tobacco which is subject to quotas (a) the cumulative amount of penalty collected during the marketing year, (b) the amount refunded, and (c) the net amount deposited. These items are required by the Division, and are not otherwise available.

(5) This information is, upon receipt in the Tobacco Branch, compiled and made available on request to members of Congress, Office of Budget, and other interested offices in PMA. It is furnished all State offices quarterly in the report entitled "Quarterly Report on Tobacco Marketing Quota Violations and Penalties Collected" as described under i below.

(6) The report was (a) originated in 1946, and was (b) last revised in 1950.

(7) It is not considered to need current revision.

(8) Although the Fiscal Branch obtains some report of penalties, such report does not show the information by kinds of tobacco and is not current. Exploration has shown that for our purposes the report obtained by the Fiscal Branch is not adequate.

(9) We do not know of any other PMA report that this report could be combined with.

(10) The reports are submitted in duplicate and both copies are retained by the Division. One copy would suffice, but in keeping with the regular procedure of sending two copies of correspondence, the State PMA Committees submit the report in duplicate.

(11) The report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) It is considered that this report is adequate for the purpose it is designed to serve.

(13) With respect to the information contained in this report, we do not consider that the reports are subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 2

(1) Tobacco marketing quota producer violations--This report is not numbered.

(2) This report is submitted by 17 State PMA offices, to the Tobacco Branch.

(3) This report is submitted quarterly.

(4) This report shows for all quota kinds of tobacco (a) the cumulative number of acreage allotments reduced, (b) the acreage involved in the allotments reduced, (c) the amount of penalties collected administratively, (d) the amount of unpaid penalties remaining on the register of indebtedness, (e) the number of pending violation cases, and (f) the total number of violation cases worked on during the year. These items are required by the Division and are not otherwise available.

(5) This information is, upon receipt in the Tobacco Branch, compiled and made available to State PMA offices, other PMA offices, and other PMA Branches. It is contained in the report entitled "Quarterly Report on Tobacco Marketing Quota Violations and Penalties Collected" as described under i below.

(6) The first report issued by the Tobacco Branch showed the status of the work, as reflected by the items specified under (4) immediately above, as of December 31, 1947. The first reports submitted by the State PMA Committees were made in late December of 1947. The report has not been revised. However, the report entitled "Penalties Collected" with which this report is combined for issuance quarterly by the Tobacco Branch was revised in 1950.

(7) This report is not considered to need current revision.

(8) No other report duplicates the information in the report.

(9) We do not consider it practicable to combine this report with any other report submitted by State PMA Committees.

(10) The report is submitted in duplicate. Both copies are retained by the Division.

(11) The report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information in this report, no additional reports are considered necessary.

(13) With respect to the information in this report, no reports are considered subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 3

(1) Preliminary allotment data--This report is not numbered.

(2) This report is submitted by 17 State PMA offices for each kind of tobacco subject to quotas.

(3) This report is submitted annually.

(4) This report shows by counties, number of farms, the amount of increase and the amount of decrease from previous allotments, and the current preliminary allotment.

(5) This report is the basis for determination of the State factor necessary to bring the preliminary allotments within the State acreage allotment.

(6) The report was originated in 1940 and revised in 1950.

(7) The report is not considered to need current revision.

(8) No other report duplicates the information in this report.

(9) We do not consider that this report could be combined with any other report.

(10) One copy of the report is submitted.

(11) This report is required by MQ-22-Tobacco (1950), Instructions for Determining Tobacco Acreage Allotments and Yields, 1950-51 Marketing Year.

(12) With respect to the information in this report, no additional reports are considered necessary.

(13) With respect to the information in this report, no reports are considered subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 4

(1) Final Allotment Data--This report is not numbered.

(2) This report is submitted by 17 State PMA offices to the Tobacco Branch.

(3) This report is submitted annually.

(4) This report shows by counties, for each type of tobacco which is subject to quotas, the County Committee adjustments and final allotments.

(5) This report is used to determine whether the acreage allotted is within the State acreage allotment.

(6) The report was originated in 1940 and last revised in 1950.

(7) The report is not considered to need current revision.

(8) No other reports duplicate the information in this report.

(9) There is no other report with which this report could be practicably combined.

(10) One copy of the report is submitted.

(11) This report is required by MQ-22-Tobacco (1950), Instructions for Determining Tobacco Acreage Allotments and Yields, 1950-51 Marketing Year.

(12) With respect to the information in this report, no additional reports are considered necessary.

(13) With respect to the information in this report, no report is considered subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 5

(1) Authorization to Issue Memoranda of Sale--This report consists of a copy of MQ-78-Tobacco (1950).

(2) This report is submitted by 11 State offices.

(3) This report is submitted annually.

(4) This report shows (1 copy of MQ-78 for each warehouse) information as to ownership and operation of tobacco auction warehouses.

(5) This report is used to determine the names of persons interested in each warehouse, the persons authorized to issue memoranda of sale, and the location of warehouse records.

(6) The report originated in 1940 and was last revised in 1950.

(7) The report is not considered to need current revision.

(8) No other reports duplicate the information in this report.

(9) There is no other report with which this report could be advantageously combined.

(10) One copy (for each warehouse) of this report is received.

(11) This report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information in this report it is not considered that additional reports are necessary.

(13) With respect to the information in this report it is not considered that any report is subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 6

(1) Production Data--This report is not numbered.

(2) This report is submitted by 17 State offices to the Tobacco Branch.

(3) The report is submitted annually.

(4) This report shows by counties for each type of tobacco (a) pounds marketed, (b) pounds stored and not marketed, (c) the total production, and (d) the yield per acre.

(5) This information is used by the Tobacco Branch to substantiate sales by markets, check on county average yields, and to answer inquiries from Members of Congress and others. The information in this report is compiled and issued as described under (i) - Exhibit 5.

(6) The report was (a) originated in 1946 and (b) revised in 1950.

(7) The report is not considered to need current revision.

(8) The information in this report is not duplicated by any other PMA report.

(9) There is no other report with which the report could be advantageously combined.

(10) One copy of the report is received.

(11) The report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information in this report, it is not considered that additional reports are needed.

(13) With respect to the information in this report, it is not considered that the report is subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 7

(1) Across-State-Line Movement of Farm Tobacco--This report is not numbered.

(2) This report is submitted by 11 State offices to the Tobacco Branch.

(3) This report is submitted annually.

(4) The report shows the pounds sold in States other than the State in which produced. While only 11 State offices make the report, it covers tobacco produced in 17 States.

(5) This information is compiled annually and distributed to State PMA Committees, as described under (i) - Exhibit 5. It is also furnished other Divisions in the Tobacco Branch.

(6) The report was (a) originated in 1946 and (b) last revised in 1950.

(7) It is not considered that the report needs current revision.

(8) No other PMA reports duplicate this information.

(9) It is not considered that there are any other reports with which this report could be advantageously combined.

(10) One copy of the report is received.

(11) This report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information in this report, it is not considered that additional reports are required.

(13) With respect to the information in this report, it is not considered that the report is subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 8

(1) Tabulation of Warehouse Summaries--This report is not numbered.

(2) This report is submitted by 11 State PMA offices.

(3) This report is submitted annually.

(4) The report shows the purchases and resales of tobacco through and by individual warehousemen and markets. While this information is made available to the Program Analysis and Commodity Research Division, it is used by this Division.

(5) The report is used to determine whether all tobacco handled has been properly identified and all penalties due collected.

(6) The report was (a) originated in 1946 and (b) last revised in 1950.

(7) The report is not considered to need current revision.

(8) No other reports duplicate this report.

(9) There is no other report with which this report could advantageously be combined.

(10) One copy of the report is received.

(11) The report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information contained in the report, no additional reports are considered necessary.

(13) With respect to the information contained in the report, the report is not considered subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 9

(1) Tabulation of Dealer Summaries--This report is not numbered.

(2) This report is submitted by 11 State offices to the Tobacco Branch.

(3) This report is submitted annually.

(4) This report shows the purchases and resales of tobacco by dealers. While this information is made available to the Program Analysis and Commodity Research Division, it is used by this Division.

(5) The report is used to determine whether all tobacco handled has been properly identified and all penalties due collected.

(6) The report was (a) originated in 1946 and (b) last revised in 1950.

(7) It is not considered that the report needs current revision.

(8) No other reports duplicate the information in this report.

(9) It is not considered that there are any reports with which this report could advantageously be combined.

(10) One copy of the report is received.

(11) The report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information in this report, it is not considered that additional reports are required.

(13) With respect to the information in this report, it is not considered that this report is subject to elimination or simplification.

h. Reports Required or Received by Tobacco Branch Exhibit 10

(1) Harvested Acreage--This report is not numbered.

(2) This report is submitted by 17 State offices to the Tobacco Branch.

(3) This report is submitted annually.

(4) This report shows by counties for each type of tobacco (a) the total acreage harvested and (b) the total excess acreage.

(5) The report is used in checking on the amounts of penalties collected, in answering inquiries of Members of Congress and others, and for comparison with allotments to determine trend of tobacco production. The information is compiled and distributed as indicated under paragraph (i) - Exhibit 5, in the report of "Tobacco production, harvested acreage of tobacco, and cross-State-line movement of tobacco."

(6) The report was (a) originated in 1946 and (b) last revised in 1950.

(7) It is not considered that the report needs current revision.

(8) No other PMA reports duplicate the information in this report.

(9) There is no other report with which this report could advantageously be combined.

(10) One copy of the report is received.

(11) The report is required by MQ-74-Tobacco (1950), State Office Instructions, Tobacco Marketing Quotas, 1950-51 Marketing Year.

(12) With respect to the information in the report, it is not considered that additional reports are needed.

(13) With respect to the information in the report, it is not considered that this report is subject to elimination or simplification.

Production Programs Division

i. Reports Prepared by Division--See exhibits 1-6 attached.

i. Reports Prepared by Division Exhibit 1

(1) Quarterly report on tobacco marketing quota violations and penalties collected.

(2) Issued quarterly.

(3) Report contains (a) number of tobacco acreage allotments reduced, (b) acreage involved in such reductions, (c) total penalty collected administratively (other than by regular procedure), (d) amount of unpaid penalty remaining on the debt register, (e) total number of pending violation cases, and (f) total number of cases worked on during the year 1950; also included is a report of penalties collected, by types of tobacco.

(4) The report was originated January 1, 1948, although it was planned during the latter months of 1947. It has not been revised, and no revision is contemplated at this time.

(5) This report is not required by legislation or by any regulations or instruction but it is considered that the report serves a good purpose as an incentive to the various State PMA Committees to keep the work in their respective States in good shape since the summary report shows the status by States of the items named above.

(6) The various State PMA Committees submit the data quarterly with respect to their respective States to the Tobacco Branch upon receipt of which it is summarized by the Division and disseminated.

(7) The information in the report is not duplicated by any other reports.

(8) This report could not advantageously be combined with any other report.

(9) The number of copies prepared each quarter is 575. Copies are distributed to all State offices, all Branches in PMA, PMA Area Offices, and to the Administrator of PMA.

(10) Each quarterly report requires a total of approximately 8 hours including preparation of accompanying memorandum and not including the mimeographing and mailing.

(11) With respect to the information contained in this report it is not considered that additional reports are necessary.

(12) With respect to the information contained in this report, it is not considered that the report is subject to elimination or simplification.

i. Reports Prepared by Division Exhibit 2

(1) Yearly report of tobacco acreage allotted--This information is made available in single sheet form and is later published by the Program Analysis and Commodity Research Division in Tobacco Statistics. It is not believed this report should be discussed item by item.

i. Reports Prepared by Division Exhibit 3

(1) Review committee determinations on producers' appeals with respect to their tobacco acreage allotments.

This report is issued annually and shows by States the number of appeals, number of increases granted, and the acreage increase granted. This report is made available to State PMA Committees.

It is not considered that it should be discussed in outline form.

i. Reports Prepared by Division Exhibit 4

(1) Weekly reports containing a summary of newsworthy items relating to tobacco programs.

This report is included in the weekly reports memorandum of the Assistant Administrator for Management. It is not considered that this report should be discussed in outline form.

i. Reports Prepared by Division

Exhibit 5

(1) Tobacco production, harvested acreage of tobacco, and cross-State movement of tobacco.

This information is made available to State PMA Committees in leaflet form. It is published by the Program Analysis and Commodity Research Division in Tobacco Statistics. It is not considered that this report should be discussed in outline form.

i. Reports Prepared By Division Exhibit 6

(1) Annual report--This report is made annually to the Administrator.

(2) Annually.

(3) The report contains a statement of the responsibilities of the Division, a background statement of the broad problem involved in tobacco marketing quotas, and a general statement of the achievements of past operations under quotas. The kinds of tobacco affected and the referenda results are briefly stated. The scope of the program as to number of farms involved, the regulations, instructions, and forms prepared by the Division, the current relative adjustment positions of the kinds of tobacco affected, the relative positions of other kinds of tobacco which are approaching quota positions are also included. A statement is contained showing the enforcement provisions of the program and the extent of their application.

(4) The report is a carry-over from the annual reports made necessary since the passage of the Agricultural Adjustment Act of 1938, as amended. The latest revision occurred in 1950 which resulted in excluding any reference to production goals for nonquota kinds of tobacco--there being no production goals for such kinds of tobacco for 1950.

(5) The report is required by the Administrator.

(6) The report consists of information taken from reports obtained from State PMA Committees, the Program Analysis and Commodity Research Division, and from our knowledge of the program.

(7) No other reports duplicate to appreciable degree the information contained in the report.

(8) The report is combined with reports from the other Divisions in the Tobacco Branch into a report for the Tobacco Branch.

(9) The original and five copies of the report were made. The Division retained a copy, the Branch Director's office retained a copy, and the original and three copies were submitted to the Office of Budget.

(10) About eight man hours are required to make the report.

(11) With respect to the information in this report, it is not considered that additional reports are necessary.

(12) With respect to the information in this report, it is not considered that the report is subject to elimination, or further simplification.

No additional reports are planned. None of the above reports are planned to be eliminated, and at present are considered adequately simplified.

Production Programs Division

j. No formal actions are recommended or planned with respect to effecting improvements in any of the above review methods or facilities.

3. Determining Efficiency and Economy

a. Review of Organization

(1) The organizational structure of the Division results in effective administration of the program. Under it, as constituted, there is considerable interplay of activities--that is, employees shift from one activity to another as the work requires. It is believed that this system results in the giving of each employee a comprehensive concept of the work and makes readily available man power for any activity at any time. Some review of the structure is made from time to time, but so far we have not devised a more generally satisfactory procedure.

(2) The reviews made, while meaningful, are not of stereotyped nature and take the form of common sense observation and review of the work being done. As explained under (1) immediately above, the interworking and interlocking nature of the program work does not make for a definite delineation of duties whereby an employee works on policy or program development, for instance, to the exclusion of any work on administrative and service activities.

(3) The volume of work, perforce, is considered.

(4) The review usually consists of informal discussion at such times as are propitious.

(5) While we naturally discuss the State PMA office organizational structures, we have no field offices as such of the Division.

(6) The guides to such reviews include analyses of activities so as to provide for as much consolidation and elimination as possible. The degree of decentralization provided for in the present structure goes about as far as at present is deemed practicable.

(7) The analysis made usually involves full discussion of the subject with all personnel.

(8) Comparisons with other PMA organizational structures are made. However, since tobacco has been under quotas longer than any other commodity, it is felt that the present structure is rather well established and practicable.

(9) Organizational changes are made with as little disruption of work and personnel as possible. Certain internal rearrangements are made, however, from time to time, but only after full consideration has been given to the effect thereof.

b. Reviews of Procedures and Methods

(1) Annual reviews are made of procedures prior to issuance of new procedures. Suggestions are obtained from State PMA Committees and State Office personnel which, together with those of members of the Division, are then analyzed and incorporated in the new procedure or are discarded.

(2) The annual reviews made, as described under (1) immediately above, take into account any changes in program requirement.

(3) Our procedures are used, as issued, by State PMA Committees and offices.

(a) All interpretations of the procedures which are issued by State offices to county offices are examined by the Division in order to check on the correctness thereof.

(b) While basic procedures are issued by this Division, if one State office issues additional letters of good instructions to county offices, the letter is made available to other State offices for consideration.

(4) Members of the Division visit State offices, and county offices to the extent needed, to direct and assist in the execution of the program procedures. In this way, a check is obtained on the application of the procedures.

(5) Procedures developed by this Division are based on years of experience and incorporate the best thinking available during those years. However, we are cognizant of procedures issued by other PMA Branches, and full consideration is given to such procedural provisions.

(6) Our procedures are detailed and cover all operations, although this does not mean that simplification is not stressed wherever possible.

(7) Since we have standard procedures, the work methods followed by State offices are for the most part standard. However, if a State office develops a meritorious work method, we make it known to other State offices by letter or verbally.

Production Programs Division

c. Review of Staffing Requirements and Utilization of Personnel

(1) The nature of our work does not lend itself to use of standard work units.

(2) No standards have been developed to determine how many units should be turned out per man-day or equivalent, nor how many man-hours a given job requires.

(3) Quantitative data are not used, except in a general way and in conjunction with other factors, to measure performance.

(4) Although the volume of work is taken into account in developing and executing a work plan for the program and year, standard work units are not used.

(5) The extent to which work is properly done on a timely basis is the major criteria in determining quality of performance.

(6) No reports as such are used to measure actual performance against standards, total work load and backlog. However, the extent to which work load is kept current and any backlogs reduced are kept in mind.

(7) The units of work performed are not compared with administrative costs to determine unit costs, although cost of printing, travel, and other administrative items are closely watched.

(8) If performance of individuals falls below what is considered adequate, the problem is studied in order to determine the underlying reasons and corrective action instituted accordingly.

(9) Distribution of workload is made on the basis of the relative importance of the different activities requiring action.

(10) The Division reviews, on no rigid schedule, the duties being performed by the employees to determine the general conformance with duties set forth in position descriptions.

d. It is considered that the present system of review is adequate and no particular changes are contemplated.

Production Programs Division

II. INVENTORY STATEMENT OF FACILITIES AND TECHNIQUES FOR IDENTIFYING PROBLEMS AND SCHEDULING ACTION ON SOLUTION OF SUCH PROBLEMS

1. The following Branch representatives constitute the Branch Management Improvement Committee:

   Stephen E. Wrather, Deputy Director--Chairman;
   Milton S. Briggs, Chief, Naval Stores Division--Member;
   M. I. Dunn, Chief, Marketing Services Division--Member;
   J. V. Morrow, Chief, Marketing Programs Division--Member;
   Geo. E. Powell, Chief, Program Analysis and Commodity Research Division--Member;
   J. J. Todd, Chief, Production Programs Division--Member; and
   Frank B. Wilkinson, Chief, Tobacco Standards and Technical Research Division--Member.

2. A brief description of the methods followed by the Division in identifying problems and scheduling action thereon follows in paragraph "3" below:

3. Outline of methods used--

   a. Review methods include specific reports, field visits, appraisals, reviews of procedures and general observation in detecting problem areas. In the regular operation of the programs, most problems of significant magnitude have been encountered and action scheduled and taken thereon.

   b. Depending on the nature of the problem, opinions of producer and trade groups, members of Congress, and others are analyzed in order to get full information on the problem involved.

   c. The additional quota crops have made for more discussion of problems with other PMA representatives outside the Branch.

   d. More and more discussion with State PMA Committees, it is believed, will prove helpful.

   e. (1) In developing schedules of action, the priority given is dependent on the problem. For instance, most of our work is of such uniformity that most problems are generally applicable. Such procedural items as rounding of fractions in connection with checking acreage measurements is of particular importance in the Burley area where allotments are relatively small as compared with flue-cured allotments; however, while the problem is of more actual significance on Burley, the rule is uniform and is as applicable to all types as to Burley, and the action taken is done simultaneously for all areas. On the other hand, the problem of getting dealers and warehousemen to execute

bills of nonwarehouse sale is of equal importance in all areas, but is more acute in the Burley area since a greater number of Burley growers send rather than take their tobacco to market thereby opening opportunities for misuse of their marketing cards by dealers and warehousemen. Therefore, more emphasis (in the form of more investigations) is given Burley than flue-cured on this particular problem. The number of employees is not used as a guide in assignment of action on most problems.

(2) Problems causing administrative difficulties, if sufficiently acute, obviously get immediate attention action.

(3) Schedules of action may or may not lend themselves to definite dates for time of completion. A problem which can be solved within a week is usually solved within that time. A specific dealer or warehouseman violator is given a definite period of time in which to correct erroneous reports, the action taken after such correction has or has not been made being dependent on the extent of program injury and the extent to which criminal liability may be involved. Problems involving a need for legislative action necessarily await complete solution until needed legislation can be obtained.

(4) As indicated under (3) immediately above, action schedules on problems subject to solution on a time limit basis are so treated whereas problems not subject to specific time limits are handled in accordance with the best judgment possible.

(5) Employees designated to work directly on individual problems expedite such work in such ways as are possible and practicable; usually without rigid time limits being established, there being reposed in the individual confidence that he will apply himself to the duty and get the desired results as soon as he can do so.

f. Reviews of completed actions are made in order to evaluate accomplishments or deficiencies not only for the purpose of considering the particular improvement as applied to such case, but in order to see if courses of similar action on kindred or other problems could be advantageously patterned after it.

Production Programs Division

III. MANAGEMENT IMPROVEMENT STATEMENTS AND REPORTS

1. Management Improvement Statements

a. Statements Submitted in September 1949

The management improvement statement submitted in September of 1949 to the Bureau of the Budget did not include any improvement plans with respect to the programs of the Production Programs Division.

b. Submission of Additional Management Improvement Statements

It is not proposed to submit at this time any management improvement statements for the Division in addition to those five submitted by the Division in September of 1949 and which were not submitted to the Bureau of the Budget.

c. Number of Copies

Since no changes in the five statements already on file with the Program Management staff are being made except to eliminate four of them, it appears that there is no "number of copies" problem.

d. Numbering

The remaining statement has the number TB-4.

e. Assignment of Priorities

Since four statements are being eliminated because it appears they more properly should be considered to now represent points of administrative nature, the remaining statement should, it appears, bear the priority number of (I).

2. Reports See exhibits 1-5 attached.

a. Reports on Individual Management Problems

Each of the five problems (four of which are being eliminated) is treated on separate formats as the exhibits 1-5 will show.

Production Programs Division

b. Summary Report of Management Improvement Action

(1) Major opportunities for improvement which have been identified--We feel that improvement has been made in the area of performance checking, handling of violations, handling of dealer and warehouse reports, uniform application of procedures, as well as in some other fields. We have not achieved the desired results with respect to the Burley minimum allotment problem. On the whole, however, we consider that better administration of the tobacco marketing program has been accomplished. Although there is properly reposed in the State PMA committees authority to administer the program in the States, we have, by closely working with the State Committees, gradually developed to a large extent effective management control of the program to approximately the optimum point. It is considered that the individual management status reports hereinbefore set forth show that considerable attention has been given to an examination of the effectiveness of organization, procedures, etc.

(2) Action Taken The statements in items 4 of the Management Improvement Status Reports fairly cover the action taken in the areas where management efforts have been directed. As has been brought out, the areas have been general with concentraction of efforts, however, on a modified localized basis (for instance, the special efforts put forth to get bills of nonwarehouse sale executed) depending on the relative pertinence of the problem as between sections of the tobacco growing area.

(3) Benefits Realized Again, the individual Management Improvement Status Reports cover the benefits derived from application of our directive efforts on management and program improvement.

(4) Actions Proposed in 1951 and 1952 Reference is again made to the individual Management Improvement Status Reports. The work on tobacco production programs will continue to receive attention and effort toward improvement wherever possible. It must be said, however, that we feel we have the programs sufficiently in hand to justify our position that what we consider most needed is the continued tight administration of the program in keeping with the law and regulations. Obviously, the Burley minimum problem is still with us and management improvement bearing on such problem will be challenging. However, it is believed the Management Improvement Status Report on this problem adequately covers our proposed future actions.

Production Programs Division
Warehouse and Dealer Reports

Management Improvement Statements and Reports--Exhibit 1

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Branch of Office--Tobacco Branch, Production Programs Division

2. Date--July 5, 1950.

3. This Report Covers Management Improvement Statement No. TB-1.

4. Action taken from September 8, 1949, to June 30, 1950--Visits have been made to the State PMA offices where direction and assistance has been given in auditing and analyzing dealer and warehouse reports. Reports containing discrepancies were called to the attention of the pertinent dealers and warehousemen. Where excess resales of tobacco were involved and such excess not adequately proved to not represent excess tobacco, penalties were collected thereon. Court action has been resorted to in several cases to obtain reports and penalties where the dealer or warehouseman involved did not file or rectify his reports and pay penalties due.

Man years spent on solution-- 0.5

5. Action to be taken during fiscal year 1951--This work is standardized to the point where it may fairly be considered as part of our regular work. It will continue to require much time and effort, but we do not consider that it should be held as a special problem when compared with the rest of our work.

6. Action to be taken during fiscal year 1952--See comment under 5 immediately above.

7. Economies or Improvements in Service Which Have Resulted from Action Taken: The action taken during the past 2-3 years has meant the difference between obtaining proper reports and not getting them. This has been quite a problem, but we believe the work is now in fair shape.

Production Programs Division
Tobacco Marketing Quota Violations

Management Improvement Statements and Reports--Exhibit 2

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Branch or Office--Tobacco Branch, Production Programs Division.

2. Date--July 5, 1950.

3. This Report Covers Management Improvement Statement No. TB-2.

4. Action taken from September 8, 1949, to June 30, 1950--By working with State PMA Committees and State office personnel, we have gotten the State and county committees to handle a greater percentage of the violation cases in the States without resort to use of relatively higher salaried special investigators on cases possible of administrative handling by State and county administrative employees. Comparative status reports showing for each State the number of acreage allotments reduced, the penalties collected administratively (by other than regular procedure), the amounts of unpaid penalties remaining on the debt register, the number of pending violation cases, and the total number of cases worked on, have been disseminated generally and such reports serve to help keep this work before the State committees where the relative accomplishments of the various States can be readily appreciated. Court action has been taken with respect to several producer, dealer, and warehouse cases, and the results of such cases have helped give meaning to the punitive provisions of the Act with respect to violations.

Man years actually spent on solution--1

5. Action to be taken during fiscal year 1951--While this problem is being eliminated as a formal problem, it does not follow that work on violations is to be relaxed. Rather, it is believed that the application of the provisions of the Act and of the regulations have been sufficiently standardized to justify placment of the work in the category of regular work in connection with tobacco marketing quotas.

6. Action to be taken during fiscal year 1952--See comment under 5 immediately above.

7. Economies or improvements in service which have resulted from action taken--In the first place, the handling of the bulk of violations by special investigators would entail prohibitive expense. Budgets simply do not provide funds for handling more than a small percentage of the violations by such investigators. The improvement in the work is to be considered in the nature of stricter compliance with the program provisions.

Production Programs Division
Uniformity

Management Improvement Statements and Reports--Exhibit 3

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Branch or office--Tobacco Branch, Production Programs Division.

2. Date--July 5, 1950.

3. This report covers Management Improvement Statement No. TB-3.

4. Action taken from September 8, 1949, to June 30, 1950--A great amount of work has been done with other PMA Branches and representatives of the office of the Assistant Administrator for Production toward achievement of uniformity. Regulation requirements have, where considered feasible, been made comparable, and forms and instructions have been pulled into line, as between programs, as near as was thought practicable. Interpretations of the performance instructions and other instructions have been checked thoroughly with the Office of the Assistant Administrator for Production so as to assure insofar as possible identical interpretations by the various Branches. Also, the interpretations have been disseminated to State Committees so as to assure uniformity between the States.

Man years actually spent on solution--0.5

5. Action to be taken during fiscal year 1951: Work will continue along the line described under 4 above, but the results obtained are believed to justify the inclusion of this work with regular activities rather than as a special problem.

6. Action to be taken during fiscal year 1952: See comment under 5 immediately above.

7. Economies or Improvements in service which have resulted from action taken--While some considerable dollar economy has resulted without question from the work done on achievement of uniformity, the improvement in the work has also been noticeable. There is less and less to be seen and heard of one State doing something in one way while another State does the same job under an interpretation at variance with the other(s).

Management Improvement Statements and Reports--Exhibit 4

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Branch or Office--Tobacco Branch, Production Programs Division.

2. Date--July 5, 1950.

3. This report covers Management Improvement Statement No. TB-4.

4. Action taken from November 10, 1949, to June 30, 1950--Tobacco Memorandum-66 was issued wherein a tabulation of the number of 1949 Burley acreage allotments by size groups was requested. This information was summarized in the Tobacco Branch and showed (on the basis of 1949 data projected for 1950) that 65 percent of farms having Burley tobacco acreage allotments in 1950 have allotments of 0.9 acre or less, and that such group of farms have 33 percent of the total acreage allotted. This information has been made available, upon request, to some members of Congress, members of the Department and State PMA committees.

Man years actually spent on solution--0.3

5. Action to be taken during fiscal year 1951--Further refinement and wider dissemination will be made of the data and information.

6. Action to be taken during fiscal year 1952--Undetermined.

7. Economies or improvements in service which have resulted from action taken--While no economy has been obtained as such, it is felt that a clearer understanding of the scope of the problem constitutes an improvement.

Production Programs Division
Measurement

Management Improvement Statements and Reports--Exhibit 5

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Branch or Office--Tobacco Branch Production Programs Division.

2. Date--July 5, 1950.

3. This report covers Management Improvement Statement No. TB-5.

4. Action taken from September 8, 1949, to June 30, 1950--Field visits to State offices have been made where the problem was discussed with State PMA committees. Consultations with representatives of other PMA Branches and with representatives of the Office of the Assistant Administrator for Production have been held. Emphasis on use of new photography and more detailed instructions on checking performance it is believed have resulted in better measurement. We have a case where a producer has been indicted by a Federal Grand Jury for filing a false acreage report (involving hidden fields of tobacco).

   Man years actually spent on solution--0.4

5. Action to be taken during fiscal year 1951--This problem is being eliminated from our management improvement plan since it is considered to have now reached the point of constituting a part of our regular work of no greater import than the rest of our work.

6. Action to be taken during fiscal year 1952--See 5 above.

7. Economies or improvements in service which have resulted from action taken--The economy and improvement are in the form of more general awareness by State and county committees of the need for constant improvement of performance checking.

Production Programs Division

IV. STATEMENT OF CURRENT METHODS OF IDENTIFYING OUTSTANDING AND EFFICIENT UNITS, SUPERVISORS AND EMPLOYEES

1. How is performance measured--The Division operates largely as a single unit, so that the achievements are largely a composite of the united efforts of the members of the Division. There is not set up a definite formalized schedule for checking the efficiency of employees (although efficiency ratings are, of course, made in accordance with regular requirements). It is the feeling of the employees of the Division that it is the job of each and all to make the program work. There is a limited amount of application of praise, its' being the feeling that if the program works well, each employee considers such fact as adequate silent tribute.

   a. The use of quantitative standards is not considered particularly subject to application. There is a total amount of work to be done, and is more in the sense of the extent to which the work falls short of being done that this factor is considered than in a totalling up of quantitative data.

   b. Qualitative standards are applied in the sense that where deficiencies may appear, the particular short-coming is discussed with the employee(s) involved, and taken into indirect account in appraisal of the employee(s).

   c. Personal observation of work performed or of the results of such work is necessary to the identification of efficient and outstanding units, supervisors and employees. Obviously, this phase of appraisal is often necessary of taking into account general results rather than following in detail specific operations.

   d. Reactions of the public served are definitely taken into account. The tobacco farmers generally, as well as warehousemen and dealers, is a good measure of the effectiveness of program administration. For instance, where program violations are properly handled there is considerably more respect for the program than if they were permitted to go without being handled. Reporting systems, if comprehensive yet reasonable and practicable, gain respect of farmers, dealers, and warehousemen. The nonfarming general public is rather well aware of the program provisions and usually knows within a fair degree of accuracy the extent of compliance with the provisions, its appraisal of the program being affected accordingly.

   e. Improvements inaugurated by any employee are thoroughly analyzed before the improvement is actually made.

   f. It is believed that no other particular means are used to appreciable extent.

Production Programs Division

2. The Division recommends proposals for awards to an employee based on an appraisal of the performance of the particular employee. The Chief of the Division is on the Tobacco Branch Committee for awards.

3. It is not contemplated that any changes in the method of identifying efficient and outstanding employees will be undertaken.

TOBACCO BRANCH - PMA

Marketing Programs Division

Tobacco Price Support Program

I. INVENTORY AND STATEMENT OF CURRENT REVIEW FACILITIES AND TECHNIQUES

1. Program Objectives and Operational Plans

a. The Agricultural Act of 1949 authorizes and directs the Secretary of Agriculture ". . . to make available through loans, purchases, or other operations, price support to cooperators for any crop of any basic agricultural commodity. . ." The legislation does not provide detailed operational plans, nor would it be desirable to have legislation spell out operational details to the extent that operations would be inflexible. On the other hand, the legislation is sufficiently definite and to the point that there is no question as to the over-all objective.

b. No formalized statement is furnished the Branch or PMA offices other than the yearly program dockets and Federal Register statements setting forth the program prepared by the Division. The use of staff meetings, conferences, and meetings with State office personnel are used to point up the objectives of the program.

c. (1) Recommendations are obtained from producer and trade (consumer) groups through meetings, conferences, and personal discussion and correspondence.

(2) The Marketing Programs Division does not have field offices in connection with the price support program. Intra-branch recommendations are obtained through discussion and conferences between Branch personnel, coordinated by the Director and Deputy Director.

(3) The objectives of related programs within the Branch are reviewed by personnel of the Branch in anticipating problems based on past experiences and the handling of such problems when they arise. The tobacco price support program for each crop year is set forth in docket form for approval of Board of Commodity Credit Corporation. The program is, therefore, reviewed by the various Branches of PMA prior to approval of the Board. The advice and assistance of the Fiscal Branch and Solicitor of the Department are adhered to closely in operational activities.

d. Generally, no complete formalized work plan is developed on this program; however, the work to be done and the timing thereof is carefully planned and assigned. This planning and timing is correllated with market opening dates, availability of parity indeces, completion of packing and cost accounting of "Pool" of tobacco and monthly review of inventory and sales reports.

As the major operational features of the program are covered in each year's docket, its review by staff offices of PMA prior to approval of the Board assures that budgetary and other administrative liason is maintained PMA-wise.

(1) Work plans include informal deadline dates, where necessary.

(2) The work plans are reviewed by the Chief and Assistant Chief of the Marketing Programs Division, and on the more important phases of the program by the Director or Deputy Director, or both.

(3) No graphic or other special arrangements are used routinely.

e. A continuing effort is maintained toward improvement in the program, based on problems as they occur or are anticipated.

2. Determining Program Results

a. The marketing system and the character of the tobacco price support program is such that "eligible" tobacco cannot bring the producer less than the prescribed price support level. Comparison of price support levels with market prices received by growers show effectiveness of primary program objective. Losses experienced or lack thereof illustrates effectiveness of disposition methods.

b. A continuous appraisal of the program is maintained with periodic modifications being effected in accordance with program objectives.

c. The tobacco support program is set up on a crop year basis and broken down by kinds of tobacco. The practice generally followed is to examine each individual operation (kind of tobacco) against the prior year's operation as well as comparing the operation for each kind of tobacco with the operations for all other kinds.

d. The Marketing Programs Division has the immediate and primary responsibility for the operation and appraisal of program accomplishments under the Tobacco Loan Program, subject to over-all supervision of the Branch Director's office.

e, f, and g. In view of the small organizational structure of the Marketing Programs Division, and of the Branch staff generally, over-all appraisal is conducted on an informal level intra-Branch. The Director and Deputy Director are kept informed on a day-to-day basis of the program status and appraisals showing the need for action in some part of the program are acted upon immediately and without formality.

h. See separate attachment.

i. See separate attachment.

j. No formal action is contemplated with respect to effecting improvements at this time.

3. Determining Efficiency and Economy

a. Review of Organization

From a practical standpoint, formal periodic reviews of organizational structure of the Marketing Programs Division on a division level would serve little purpose. There are five professional employees in the Division, all directly involved in the operation of the Tobacco Loan Program. This is a forced budgetary reduction from a minimum of seven deemed necessary for the operation of a program of this magnitude. The work load has, of necessity, been divided generally along the following lines: the Chief and Assistant Chief being occupied with policy, over-all program planning, and general supervision; one employee overseeing fumigation and storage of loan collateral; one employee devoted to budgetary and general operation of the associations under contract with CCC; and one employee handling general administration and violations under the program.

The operation of the Tobacco Loan Program is carried out by farmer cooperative associations under contract with CCC. Through delegation of authority, supervision is exercised by the Division under the direction of the Director of the Branch.

(1) New contracts or loan agreements are entered into between CCC and the associations at the beginning of each crop year, thus offering an opportune time to review the organizational structure both from the standpoint of efficiency and economy.

(2) There are eighteen associations now under contract; therefore, it is not practical here to make detailed reviews of each association.

(3) No specific man hour studies are made of organization activities.

(4) Such reviews are generally carried out internally to work out improvements based on the previous year's operation, and then discussed on a conference basis with officials of the associations.

(5) Field offices are considered in reviewing operations.

(6) The Division does not maintain field offices.

(7) This question is not applicable to this operation.

(8) No organizational changes have been planned of the Division.

(9) No organizational changes have been made in the Division.

b. Reviews of Procedures and Methods

Again the organizational structure of the Division is so limited that studies of this scope are not deemed practical. Sub-paragraphs below are devoted to the association management problems.

(1) General procedural provisions are set forth in CCC loan agreements with associations. As the operations of the associations vary widely as between different producing areas, no formal directives are issued by the Division. However, close supervision is exercised, particularly at the beginning of each crop year. This includes the drafting of contracts with the various associations and their sub-contracts with warehouses, redriers, or packers and storage facilities. Budgetary control is maintained over those associations drawing overhead expenses from CCC and continuous supervision is maintained throughout the crop year to the degree possible with the limited personnel available in the Division.

(2) See (1) above.

(3) No procedures are issued by the Division.

(4) Through infrequent visits to associations and discussions with key operating officials.

(5) Operating procedures are generally reviewed for new ideas or more efficient procedures of comparable nature.

(6) Work methods are reviewed informally with suggestions for simplification offered to the associations.

(7) At regular intervals, key officials of the associations are brought together and new ideas and work methods are discussed, particularly with respect to those items that might result in a reduction of overhead expense and additional safeguarding of loan collateral.

c. Review of Staffing Requirements and Utilization of Personnel

(1) Standard work units have not been established by the Division.

(2) No standards have been established by the Division.

(3) In general, the quantitative data available for comparison of efficiency and economy practiced by the associations are limited to the amount (poundage) of tobacco handled by the association as compared to the expense in handling the operation. Cost analyses on a comparative basis are made for this purpose.

(4) Not applicable.

(5) See (b) opening paragraph.

(6) No standard reports are made by the Division.

(7) Units of work are not compared with administration expenses.

(8) Conferences are held with the associations and the problem is worked out by the conference method.

(9) See (3).

(10) See (3).

d. A continuous appraisal will be maintained to achieve maximum efficiency and economy among the associations.

II. INVENTORY STATEMENT OF FACILITIES AND TECHNIQUES FOR IDENTIFYING PROBLEMS AND SCHEDULING ACTION ON SOLUTION OF SUCH PROBLEMS

a. The Tobacco Branch Office Management Advisory Committee is composed of the Deputy Director, S. E. Wrather, Chairman, and Division Chiefs M. S. Briggs, M. I. Dunn, J. V. Morrow, G. E. Powell, J. J. Todd, and F.B. Wilkinson.

c. (1) Review methods include staff discussions on both Branch and Division level, field trips, and conferences with key operating officials of the associations. Following our established practice of meeting with association officials and the trade prior to the beginning of the crop year, problems have been generally solved in the formative stages.

(2) Opinions of all interested persons are closely reviewed with respect to problems connected with the program.

(3) No additional methods of identification are being used at this time.

(4) No change in our methods of identifying problems is presently planned.

(5) The activity of the Division is for all practical purposes geared to the opening of the marketing season for the various kinds of tobacco, which are spread out through the crop year beginning with the flue-cured area in July and ending up with Maryland and Puerto Rican crops in the late spring. Calendar deadlines are not officially set; however, action is taken on each program with due regard to the opening date of the marketing season.

(6) A continuous review of completed actions is maintained with respect to the program for each kind of tobacco.

III. MANAGEMENT IMPROVEMENT STATEMENTS AND REPORTS

a. (1) No revisions of the statements submitted in September, 1949, are being offered at this time nor have any new problems arisen.

b. (1) A status report is attached for each of the statements submitted by this Division last September.

IV. STATEMENT OF CURRENT METHODS OF IDENTIFYING OUTSTANDING AND EFFICIENT UNITS, SUPERVISORS, AND EMPLOYEES

Program administration is not routine and we feel that work must be tested by professional rather than by factory standards. Our recognition of good work takes the form of personally complimenting the individual or unit, assigning work in accordance with capabilities, recommending promotions whenever merited, and giving such public recognition to the staff members as circumstances permit through assignments involving individual responsibility and participation in conferences.

I. i. (1) Tobacco Loan Status, Form TB54.

(2) This report is issued monthly.

(3) This is a report on each crop year loan to each organization including total green weight, total redried weight, gross amount loaned, redried weight still on hand, and balance of loan outstanding. The information is summarized by crop year, by type and kind of tobacco and in total.

(4) The report was originated in 1946. It was last revised 5/31/50.

(5) This report is a Branch requirement.

(6) PMA Form 221, Loans Held by Commodity Credit Corporation is the source material used in preparing the report.

(7) There is no duplication of this report.

(8) This report could not be readily combined with any other PMA report.

(9) (a) Six copies of the report are prepared:

Marketing Programs Div. - 3
Marketing Services Div. - 1
Assistant Secretary, CCC - 1
Director, Tobacco Branch, for review, then to Comptroller, CCC - 1.

(10) 80 man-hours are required to prepare the report.

(11) No additional reports are required to supplement this report.

(12) No changes are suggested for this report.

(1) Inventory of Tobacco Pledged to CCC.

(2) This report is prepared monthly.

(3) Reports location of storage points, Association for whom stored, crop year, type, number of hogsheads stored and the net weight of hogsheads.

(4) It was originated in 1941 and revised in October 1947.

(5) The report is a Branch requirement.

(6) It is compiled from statements presented by Banks holding storage receipts as agent of CCC, PMA Form 221.

(7) There are no duplications of this report.

(8) The report could not be readily combined with any other PMA report.

(9) Three copies are prepared, all of which are used by employees of the Division.

(10) 24 man hours are required to prepare the report.

(11) No additional routine reports are required at this time.

(12) No changes are suggested for this report.

(1) Progress Report (Marketing Programs Division).

(2) This report is prepared annually.

(3) Contains a brief, concise, report of the activities entered into by the Division during the fiscal year, the accomplishments and results of the programs and any special items deemed to be of general interest concerning such activities.

(4) This report was originated in 1945. (b) Each year.

(5) PMA Procedure Instruction 109.2 (5-23-49).

(6) Source of data includes program files maintained by associations, Tobacco Loan Status Reports and Special Program files.

(7) No duplication of this report is made.

(8) It is not believed that such report should be combined.

(9) Six copies of the report are prepared - five to the Office of Director - 1 for files.

(10) 24 man hours are required to prepare the report.

(11) This report has of necessity been streamlined and retains the completeness required in an annual report of this nature.

(12) No change is recommended by the Branch for this report.

1. Tobacco Branch

2. 7/7/50

3. TB-7

4. 9/7/49

Three-fifths of one man year

5. Further survey and analysis will be continued, moving into the cigar filler types, which are likely to request support assistance during the forthcoming fiscal year.

6. None planned at present.

7. Loans were effectively handled on the binder type producing areas of Massachusetts and Connecticut during the past year, the first year of the operation in the area. The study and work completed under this statement was in large measure responsible for holding down the cost of the program and guaranteeing its success from both producer and CCC standpoint.

Status Report

1. Tobacco Branch

2. 7/7/50

3. TB-8

4. 9/13/49

.5 man year

5. Continuation of study as set forth in original statement.

6. Undetermined, as it will be based on progress of analyzation.

7. As action taken thus far has been of a preliminary nature, no measurable results are yet pinpointed. On the basis of the analysis performed to date less efficient subcontractors have been dropped or had their deficiencies pointed out with subsequent improvement noted. This is particularly applicable in the case of packers of tobacco.

1. Tobacco Branch

2. 7/7/50

3. TB-9

4. 9/7/49

2.1 man years

5. Analyze and study results obtained in tests conducted in fire-cured tobacco area through the past fiscal year. Based on these results reached, it is expected that we will be in a position to set forth procedures this year in the area that will assure CCC of a proper moisture content in the tobacco packed from the current crop and held as collateral for CCC loans. It is further planned to expand these tests and analyses to the flue-cured, Burley, and Maryland areas.

6. Undetermined.

7. The results of the work done thus far will be assessable as reflected in the salability of collateral tobacco which will be packed in the forthcoming marketing season.

1. Tobacco Branch

2. 7/7/50

3. TB-10

4. 9/7/49

.1 man year

5. Little action toward solution of this problem can be expected during fiscal year 1951 due to limited personnel and the necessity for diverting available time to other problems relatively more important at this time, principally moisture testing tobacco being processed together with packing and storage problems.

6. Undetermined

7. None

1. Tobacco Branch

2. 7/7/50

3. TB-12

4. 9/7/49

.5 man year

5. Continuation of the action initiated this past year (see 7).

6. Undetermined.

7. In furtherance of this project, the Board of Commodity Credit Corporation has authorized negotiation of export sales of loan stocks at a reduced price on an additional usage basis. Negotiations are in progress with several interested concerns and it appears probable that a substantial quantity of this tobacco may be exported this year.

1. Tobacco Branch

2. 7/7/50

3. TB-16

4. 9/7/49

.1 man year

5. Undetermined.

6. Undetermined.

7. With respect to Japan, preliminary discussions have been held with representatives of the Japanese Tobacco Monopoly, Defense Department officials and it apperas likely that a method may be reached in the near future that will allow for the importing of U. S. tobacco in the area. In Korea, all negotiations are at an indefinite standstill due to the military operations now in progress in the country.

TOBACCO BRANCH

MARKETING SERVICES DIVISION

I. INVENTORY AND STATEMENT OF CURRENT REVIEW FACILITIES AND TECHNIQUES

1. Program Objectives and Operational Plans:

a. The Tobacco Inspection Act of 1935 provides for inspection of tobacco on auction markets and market news services and broadly states the objectives of the program. From the time the Tobacco Inspection Act was enacted into law the Branch has endeavored to affect sound and economical management of the program. The field work is divided into three major producing areas: 1 - flue-cured, Virginia fire-cured, and sun-cured; 2 - light air-cured (Burley and Maryland); and 3 - fired and dark air-cured. Each district is staffed with a District Supervisor and from three to eight Assistant Supervisors, depending upon the volume of work

b. No general or specific objectives have been formulated and furnished personnel outside of the Branch.

c. Methods used to determine specific objectives (such as quality of work, frequency of reviews, location of markets, etc.) are based upon recommendations of producers, trade groups, personnel of the Branch, and upon program experience.

(1) Recommendations of producers, trade, and other groups are received through correspondence and conferences.

(2) Intra-branch recommendations are obtained principally through staff meetings.

(3) Programs are reviewed through conferences with the field supervisory staff, analysis of operating reports, and direct observation of operations.

d. Work plans for program activities are developed through correspondence and conferences with field supervisory personnel. In developing work plans the general scope of the succeeding year's program is discussed in a planning conference with field supervisory personnel, at which time the general plan of operation is developed. Consideration is given to availability of funds and personnel and to all other factors necessary to developing a work plan. Management schedules are worked up to provide for the transfer of personnel from one district to another in order that full utilization may be made of technical personnel.

(1) Target dates are necessary to insure full utilization of technical personnel, and to meet specific marketing requirements.

(2) Work plans are reviewed and discussed at staff meetings and conferences with field personnel. Such discussions and reviews are aimed at improving the operations.

(3) Graphs are not needed for presenting or summarizing the major elements in the work plan.

2. Determining Program Results:

a. Methods used to appraise program accomplishments in terms of program objectives include the following:
Conferences and correspondence with Tobacco Branch field officials.
Analysis of operating reports.
On-the-spot checks and surveys in the field.

b. Appraisal of program accomplishments are constantly being made during each program year.

(1) During the year, while program operations are in progress, it is possible to evaluate the operations.

(2) At the conclusion of the program operation or fiscal year, conferences are held with field supervisory staff to obtain reports on operations and to secure their suggestions, recommendations, and viewpoints to be used in projecting the program for the next year.

c. Comparisons are made of current program accomplishments with those of previous programs.

d. Each division is responsible primarily for the appraisal of its program accomplishments. Appraisal of the overall program accomplishments rests with the Office of the Director.

e. No other arrangement than that referred to in d is utilized.

f. Appraisals of program results are reported to the Office of the Director. These reports are informal.

g. Action to improve or facilitate the program is initiated after such appraisal.

h. Reports Required or Received by Branch see exhibits 1 through 11.

i. Reports Prepared by Branch see exhibit 1a

3. Determining Efficiency and Economy.

a. Review of organization.

(1) Periodic reviews are made to determine that existing organizational structure is the most effective to meet the program needs within the budgetary limitations.

(2) Such reviews determine the functional assignments and performance for units and individuals.

(3) Volume of work is considered.

(4) Review is conducted by the Branch Director, Deputy Director, Division Chief, and Assistant Division Chief. These reviews are conducted periodically, depending upon the change in work load.

(5) Field offices are included in the review.

(6) The information obtained by the review determines organizational changes which may result in the elimination or consolidation of certain phases of the work, efficient or proper utilization of man-power within budgetary limitations.

(7) Analysis of organizational structure is always made in consultation with key operating personnel.

(8) Organizational structure of other PMA branches or offices is considered but because of the nature of the tobacco work the organizational structure of the Tobacco Branch cannot well be patterned along the lines of other PMA organizations.

(9) Organizational changes are requested when indicated through recommendations to appropriate staff offices of PMA.

b. Reviews of procedures and methods:

(1) Regular review of the operations determine adequacy of procedures and methods.

(2) All program recuirements are based on a calendar or crop year and procedures are revised annually and changes made when the need arises.

(3) No procedures are reissued by State or County Offices.

(4) Compliance with procedure requirements in the Washington office are checked by officials of the Tobacco Branch responsible for their execution. Supervisory personnel of the Washington office check compliance through frequent field visits.

(5) Procedures of other Branches are considered.

(6) All work methods are reviewed regularly for the purpose of simplification both in the Branch and as they apply to the field.

(7) Better work methods developed by one field office are brought to the attention of other field offices through correspondence and field visits of the Tobacco Branch personnel.

c. Review of Staffing Requirements and Utilization of Personnel.

(1) Standard performance work units have been developed.

(2) A high degree of work variables prevents establishment of standards to show how many units should be turned out for man-day or how many man-hours a given job requires.

(3) Performance standards involving both quantitative and qualitative standards are used.

(4) Standard work units are used in developing and executing the work plan for the program. Man-hours and costs are used for control purposes.

(5) The quality of performance is determined through constant supervision of the employee and refresher and grading courses in tobacco to determine efficiency.

(6) No formal reports are used to measure performance against standards, total work load and back-log.

(7) Man-hours are used for control purposes and are a basis for determining unit costs.

(8) When it is determined that performance of individuals is below standard, corrections are made through conferences, intensive training, reassignment, or other appropriate action. Substandard performance in the field is reported to the Director of the Tobacco Branch, together with recommendations for corrective action.

(9) The duties of the employee are reviewed with a view of properly distributing the work load among individuals.

(10) The duties of the employees are reviewed for conformity with duties set forth in position descriptions.

d. No action is planned or recommended for effecting improvements in the above review methods.

II. INVENTORY STATEMENT OF FACILITIES AND TECHNIQUES FOR IDENTIFYING PROBLEMS AND SCHEDULING ACTION ON SOLUTION OF SUCH PROBLEMS

a. The Deputy Director of the Tobacco Branch, S. E. Wrather, has been designated by the Branch Director to be responsible for the Management Advisory Reports for the Branch, with the following committee:

M. S. Briggs
M. I. Dunn
J. V. Morrow
G. E. Powell
J. J. Todd
F. B. Wilkinson

b. Methods used by the Division in identifying problems and scheduling action thereon follows in paragraph c below:

c. Outline of Methods used.

(1) Specific reports from field supervisors. Also, frequent field visits are made by the officials of the Tobacco Branch in order to review and appraise methods being used.

(2) Opinions and reactions of producers and trade groups, Members of Congress, and other PMA units are solicited in order to identify problems.

(3) No additional methods of identifying problems are now being used.

(4) No improvements in methods to identify problems are planned.

(5) In developing schedule of action, priority is not given to the major areas but to the areas in which problems have arisen which require immediate attention.

(6) Planned reviews are made of completed actions to effect accomplishments or deficiencies.

III MANAGEMENT IMPROVEMENT STATEMENTS AND REPORTS

a. Management Improvement Statements

(1) Statements submitted in September 1949

Management improvement statement was submitted in September 1949.

(2) Submission of additional management improvement statements

It is not proposed to submit at this time any additional management improvement statements for the Division.

(3) Number of copies

No copies required since no new or revised management improvement statements anticipated at this time.

(4) Numbering

Numbering not required since no new statements anticipated at this time and no action will be taken on management improvement statement submitted in September.

(5) Assignment of Priorities

Assignment of a priority number not necessary since no management improvement statement submitted.

b. Reports

(1) Reports on Individual Management Problems See exhibits 1b and 2b.

(2) Summary Report of Management Improvement Action

(a) Major Opportunities for Improvement which have been Identified. Individual management improvement statements have not been submitted.

(b) Actions Taken. No action taken.

(c) Benefits Realized. No benefits have been realized since no management improvements efforts have been made in any general area.

(d) Actions Proposed in 1951 and 1952. No action proposed in 1951 and 1952.

IV. STATEMENT OF CURRENT METHODS OF IDENTIFYING OUTSTANDING AND EFFICIENT UNITS, SUPERVISORS AND EMPLOYEES.

1. Performance is measured as follows:

(a) Through quantitative and qualitative standards.

(b) Through observation of work being performed by Branch supervisory personnel.

(c) Through reaction of public served.

(d) Through analysis of improvements inaugurated by the supervisors and employees.

2. Awards are recommended at the supervisory level when performance permits.

3. No change is anticipated in methods of identifying efficient and outstanding units and employees planned.

REPORTS RECEIVED EXHIBIT 1

(1) GROSS SALES REPORTS TB-32-33-34-35-36-43-55 and 4 not numbered

(2) Received from 2 district offices.

(3) Submitted daily during marketing season.

(4) Gross sales, value, and average price by markets, daily and season to date, covering 14 types.

(5) Used as basis of sales figures in market news reports.

(6) (a) Originated 1939
(b) Revised 1947

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which in any way duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office - no distribution.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED EXHIBIT 2

(1) FIRE-CURED AND DARK AIR-CURED SALES RECORD TB27

(2) Received from 1 District office.

(3) Submitted monthly during season and for season for 5 types.

(4) Sales by markets.

(5) Used as basis of sales figures in market reviews.

(6) (a) Originated 1937
(b) Revised 1947

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which in any way duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office - no distribution.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED EXHIBIT 3

(1) PERMANENT RECORD OF SALES TB-30

(2) Received from 2 District offices.

(3) Submitted annually.

(4) Lots, dollars, pounds, averages by U. S. grades, covering 14 types, weekly and season to date.

(5) Basis of average prices in market news reports.

(6) (a) Originated 1931
(b) No revision

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which in any way duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office - no distribution.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED EXHIBIT 4

(1) WEIGHT OF TOBACCO PER PLANT TB-11

(2) Received from 2 District offices.

(3) Submitted weekly during demonstration periods.

(4) Weight statistics of plants.

(5) Information relative to production.

(6) (a) Originated 1940
(b) Revised 1950

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 2 copies received - Washington office, one distributed to BAE office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED EXHIBIT 5

(1) WEEKLY REPORT ON DEMONSTRATION SERVICES TB-29

(2) Received from 3 District offices.

(3) Submitted weekly during demonstration periods.

(4) Gives location and attendance at demonstration meetings.

(5) Compiled as office record.

(6) (a) Originated 1940
(b) Revised 1949

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED

(1) STATUS AND TRANSFER REPORT TB-45

(2) Received from field employee direct.

(3) Submitted continuously upon transfer of employee.

(4) Gives market location and home address of employee.

(5) Washington office control and reference.

(6) (a) Originated 1947
(b) No revision

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received - Washington office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED EXHIBIT 7

(1) REPORT OF WAREHOUSES TB-60

(2) Received from field employee direct.

(3) Submitted annually.

(4) Gives names of warehouses by markets, proprietors and home addresses.

(5) Washington office file and reference.

(6) (a) Originated 1949
(b) No revision

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received - Washington office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED

(1) SEMI-MONTHLY WORK REPORT TB-28

(2) Received from 3 District offices and 6 Area offices.

(3) Submitted semi-monthly.

(4) Shows assignment and work performed by inspectors.

(5) Washington office file and reference.

(6) (a) Originated 1945
(b) Revised 1946

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office.

(11) The report is recuired by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS RECEIVED

(1) MONTHLY REPORT ON PRIZERY INSPECTION TB-50

(2) Received from 3 District offices and 5 Area offices.

(3) Submitted monthly.

(4) Period Inspectors assigned to Prizery inspection.

(5) Washington office billing.

(6) (a) Originated 1947
(b) No revision

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

(1) REPORT ON HOGSHEAD INSPECTION TB-56

(2) Received from 3 District offices and 5 Area offices.

(3) Submitted continually upon completion of inspection at each location.

(4) Shows report of certification of tobacco according to U. S. Standards.

(5) Used for check on hogshead inspection as to grade and condition of tobacco.

(6) (a) Originated 1946
(b) Revised 1948

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

(1) RECORD OF PACKAGE CERTIFICATES ISSUED TB-65

(2) Received from 2 District offices and 2 Area offices.

(3) Submitted weekly.

(4) Shows certificate number, package identification marks and grade.

(5) Used for record of certificates issued, package identification numbers, and grades assigned.

(6) (a) Originated 1935
(b) Revised 1949

(7) The form does not need revision at this time.

(8) We know of no other PMA reports which duplicate this report.

(9) We know of no other PMA report with which this report could be combined.

(10) 1 copy received in Washington office.

(11) The report is required by the program procedure.

(12) No additional information or reports are required for reviewing program operations and results.

(13) No reports being received can be eliminated or simplified.

REPORTS PREPARED EXHIBIT 1a

(1) Annual Report to Administrator of Production and Marketing Administration.
Tobacco Market Reviews.

(2) Reports prepared annually.

(3) Annual Report: Summarizes the programs for the year.
Market Review: Comprehensive compilation of market, price, and related tobacco information.

(4) Annual report originated in 1945
Market Review originated in 1937

(5) PMA instructions require each Branch to prepare annual report to Administrator.

(6) Source of data for annual report and tobacco market review received from field offices and experience of officials of Tobacco Branch in administering tobacco program.

(7) Annual Report of the Administrator of Production and Marketing Administration to the Secretary of Agriculture.

(8) We know of no other report with which these report could be combined.

(9) Annual Report - 6 copies are prepared.
Market Review - 10,000 copies are prepared and distributed to trade groups, colleges, State and Federal Agencies.

(10) 1,200 man-hours required to prepare these reports.

(11) No other additional reports necessary to provide information.

(12) These reports should not be eliminated or simplified.

MANAGEMENT IMPROVEMENT STATUS REPORT EXHIBIT 1b

1. Branch or Office Tobacco

2. Date: July 20, 1950

3. This Report Covers Management Improvement Statement No. TB-11

4. Action Taken from September 8, 1949 to June 30, 1950. Proposed amendment to the Regulations of the Tobacco Inspection Act was prepared, setting forth corrective measures with respect to spacing of tobacco on warehouse floors and same was published in Federal Register. However, after discussions with representatives of producer and trade groups affected the regulation was not issued, pending corrective measures which the trade groups should promulgate. No action was taken requiring that the baskets in which tobacco is packed for sale at auction be given identification numbers.

Man Years Actually Spent on Solution .06

5. Action to be Taken During Fiscal Year 1951: No action contemplated.

6. Action to be Taken During Fiscal Year 1952: No action contemplated.

7. Economies or Improvements in Service Which Have Resulted from Action Taken: Improvement in service anticipated by results will not be known until tobacco markets reopen in August.

MANAGEMENT IMPROVEMENT STATUS REPORT EXHIBIT 2b

1. Branch or Office Tobacco

2. Date July 20, 1950

3. This Report Covers Management Improvement Statement No. TB-13

4. Action Taken from September 8, 1949 to June 30, 1950. Contact has been made with State PMA offices in the tobacco areas, cooperative agencies handling the tobacco loan program, and Fruit and Vegetable Branch, to place tobacco inspection personnel with these agencies during the off season period for tobacco. Some results have been obtained.

Man Years Actually Spent on Solution .01

5. Action to be Taken During Fiscal Year 1951: The use of tobacco inspectors by other agencies will be encouraged; however, no further action is anticipated at this time.

6. Action to be Taken During Fiscal Year 1952: No action anticipated.

7. Economies or Improvements in Service Which Have Resulted from Action Taken: Some economies and more efficient service. It has also helped maintain personnel which might otherwise have been lost to private industry.

TOBACCO BRANCH - PMA

Program Analysis and Commodity Research Division

I. INVENTORY AND STATEMENT OF CURRENT REVIEW FACILITIES AND TECHNIQUES

In order to effectively and efficiently administer the programs for which the Tobacco Branch is responsible, continuous economic and statistical analyses are essential. Statistical data and economic facts must continuously be assembled for use by the operating personnel in the development, modification, and operation of the marketing quota and price support programs. This work is concentrated in one division of the Branch which is staffed mostly with professional and technical personnel. There is also assigned to this Division the responsibility of marketing research under the Research and Marketing Act, the publication of the quarterly Tobacco Stocks Report and the Annual Report on Tobacco Statistics, both of which are required by the Tobacco Stocks and Standards Act. This Division also assumes the responsiblity for a large volume of work involved in special assignments such as tobacco in the Marshall Plan and the Gordon Gray study on closing "the dollar gap". Except for the marketing research activities and the preparation and issuance of the Stocks Report, and the Annual Report on Tobacco Statistics, it is not directly responsible for program operations. Its chief responsibility is for economic and statistical assistance needed in developing and operating Branch programs and analysis of the economic effect of Branch and other programs and activities directly affecting tobacco. Therefore, its work is of a functional nature and in nowise routine. The economic and statistical needs of the Branch are very well known and can be reasonably well anticipated. Therefore, except for the numerous special assignments the work program can be efficiently planned and there are not frequent changes in personnal. The work is of such nature that management improvement opportunities are limited. Because of the limited personnel and nature of the work, improvements result primarily from additional experience in adopting findings and economic data to program needs and in the development of more efficient individuals. As a consequence the following may be viewed with respect to the quarterly Tobacco Stocks Report and the Annual Report on Tobacco Statistics:

1. Program Objectives and Operational Plans

a. The Tobacco Stocks and Standards Act provides for the issuance of these reports.

b. The law is quite specific and a statement of general or specific objectives is not necessary.

c. (1) Recommendations for changes in the quarterly Tobacco Stocks Report are constantly sought and welcomed from all interested groups. Personal contacts are made with individuals or firms or groups of individuals representing various firms

to discuss the efficiency and adequacy of the reporting forms and the quarterly reports. Recommendations for changes are obtained by both personal contact and by mail.

(2) Intra Branch recommendations are obtained through conferences and staff meetings. Field offices are not involved.

(3) These reports are, more or less, standardized and except for checking their statistical accuracy no review is necessary.

d. It is not necessary to develop specific work plans for the Tobacco Stocks Report and the Annual Report on tobacco statistics because they have been handled in a similiar manner for a number of years. The statistical and economic work of the Division is planned largely in accordance with the needs of the other divisions of the Branch in carrying out their programs. Funds for this work are provided in the Tobacco Act's appropriation and except for changes in salary the amount of funds expended are fairly constant from year to year.

(1) A few days prior to January 1, April 1, July 1, and October 1 stocks reporting forms are forwarded to individuals and firms required to report their holdings of tobacco. The list of reporters is based upon size of tobacco holdings and the nature of their business and such names are obtained from periodic audits of Bureau of Internal Revenue's reports.

(2) Reports are required to be returned not later than January 15, April 15, July 15, and October 15. Each report is audited by individuals trained in this work and who have become familiar with individuals or firms from study of previous reports.

(3) After individual audits the reports are tabulated by IBM machines, statistical summaries are prepared and the quarterly report published as soon as practicable. This date usually falls on or shortly before the middle of the succeeding month.

e. Collection and publication of tobacco stocks statistics has been carried on since 1929. Over this period continuous efforts have been made to improve the report and make it more useful. No specific action is planned for any changes during the current fiscal year.

2. <u>Determining Program Results</u>

a. The issuance of the Stocks Report and the Annual Report on Tobacco Statistics is not adaptable to an appraisal

of accomplishments. The tobacco trade has frequently indicated its appreciation of these reports which is indicated particularly by requests for issues prior to their publication.

b-g Appraisal of program results at periodic intervals is not feasible. The Stocks Report and the Annual Report on Tobacco Statistics are the same from year to year except for inclusion of more recent data and, therefore, comparison of current and previous accomplishments is not necessary.

h. See exhibit I attached.

i. See exhibit II attached.

j. No specific actions are recommended or planned with respect to affecting improvements in either of these reports.

The following covers the Marketing Research Program:

1. Program Objectives and Operational Plans

a. Specific objectives of the marketing research have been developed under the Research and Marketing Act of 1946.

b. These objectives were formulated in the project approved as Rm c-154.

c. The recommendations of the R. M. Tobacco Advisory Committee were followed in the development of the project and their later recommendations have been followed in developing work plans for the specific phases of the project which are being carried out. The research staff depends to a large extent on the close contact of the other members of the staff of the Branch with producers and the trade to receive recommendations and suggestions from those sources. Personal contact of the research staff with producers and the trade is also used to secure suggestions and recommendations on specific problems. The research staff and other members of the staff of the Branch have close contact with other Department and State agencies engaged in research on tobacco problems and frequently consult with them.

d. Work plans are developed through outlines and specific questions to be answered.

(1) Tentative "target" dates are set up for completing certain phases of the work.

(2) The work plans are discussed and revised with Division and Branch heads.

(3) The formal presentation of work plans follow the requirements issued by the Office of the Administrator of PMA and the Administrator of Agricultural Research.

e. The present method of developing work plans and their review by the Division and Branch heads are considered satisfactory.

2. Determining Program Reselts

a. The accomplishments under the marketing research project are appraised by having reports prepared setting forth the findings which have been made and the progress of the work.

b. (1) The appraisal is made when some of the phase of the work has been completed and

(2) at intervals throughout the fiscal year.

c. Comparisons are not made of the current program for the present fiscal year with the past fiscal year. The progress and results of marketing research do not lend themselves to such comparison.

d. The marketing research staff is responsible for appraising its program accomplishments. These are also appraised by the Chief of the Division and the Director of the Branch.

e. No other arrangement for appraisal is utilized than that given in d.

f. The reports of the work done and the progress of the work present the results of the appraisal by the marketing research staff. These are reviewed by the Chief of the Division and the Director of the Branch as stated in a. above.

g. The recommendations for changes, made by the staff and approved by the Chief of the Division and the Director of the Branch, or made by the Chief of the Division and the Director of the Branch, are put into effect.

h. No reports are received by the Division under the marketing research project.

i. No formal reports have yet been issued under the marketing research program. Reports on the research findings are planned and are in preparation.

j. No action to change the review methods presented above are contemplated.

3. Determining Efficiency and Economy

a. Review of the Organization

The Program Analysis and Commodity Research Division was established in accordance with the Budget and Management Branch Survey in 1948. It is now staffed by ten people, six of whom are in a professional status. Two of the four non-professional employees serve in a secretarial capacity and the other two are statistical clerks. The work of the Division is divided into two separate and distinct categories. Four members of the staff are assigned exclusively to the Marketing Research Project of the Branch under the Research and Marketing Act and the remainder are engaged in economic and statistical work related to other Branch responsibilities. One statistical clerk is assigned exclusively to work involving the quarterly Tobacco Stocks Report and one professional employee devotes a substantial portion of his time to such work. Another professional employee works continously at statistical analyses, the collection of current statistics, keeping various statistical series up-to-date, answeres letters involving tobacco statistics and facts, and the preparation of data for the Annual Report on Tobacco Statistics. The other professional employees are continously engaged in economic and program analyses and the adaptation of findings to Branch operations and programs. Division personnel are in constant touch with the Director's office and other Divisions of the Branch and are continuously aware of Branch economic and statistical needs. High level supervisors are continously aware of the work being performed by each employee. Assignments are usually made on an individual basis and review of these assignments and progress on these assignments are reviewed on an individual or small staff basis. Therefore, formal analysis of the organization as to its work load, output of work, etc. is needed only infrequently.

b. Reviews of Procedures and Methods

Work of the Program Analysis and Commodity Research Division does not lend itself to following fixed procedures and methods. However, in carrying out certain types of assignments specific procedure and methods which have been previously established are followed. For example, the statistical procedure for determining individual loan rates for the numerous grades of each kind of tobacco has been established and is followed from year to year. Such procedures and methods normally are not written but are explained in writing when clearance of the work is obtained. Such procedures and methods are being constantly tested with the view of making appropriate modifications and improvements. Collection of additional

information, aids in this improvement or modification of procedure and methods followed. Consultations are held with statistical and other specialists in the Department and elsewhere to find new procedures and methods that may have been developed which will expedite the work or increase its usefulness.

c. Review of Staffing Requirements and Utilization of Personnel

The nature of the work performed by this Division does not lend itself to the development of standard work units. All assignments are of an economic and statistical nature requiring various time periods for completion. This makes it impracticable to establish work standards on a unit basis. The quality of work performance is determined by supervisory personnel on the basis of familiarity of the employee's ability and experience and the supervisors knowledge of what is desired and needed from the particular assignment performed. Assignments are made to individuals on the basis of their particular training, experience, and ability which is readily known to high level supervisors. Emphasis on certain assignments and types of work changes with the progress of the annual programs.

d. No specific actions are recommended or planned with respect to effecting improvements in review methods or facilities of this Division.

II. INVENTORY STATEMENT OF FACILITIES AND TECHNIQUES FOR IDENTIFYING PROBLEMS AND SCHEDULING ACTION ON SOLUTION OF SUCH PROBLEMS

The following persons compose the Management Improvement Committee for the Tobacco Branch:

Chairman:	Stephen E. Wrather, Deputy Director		
Members:	Milton S. Briggs,	Division	Chief
	M. I. Dunn	"	"
	J. V. Morrow	"	"
	George E. Powell	"	"
	J. J. Todd	"	"
	Frank B. Wilkinson	"	"

The Program Analysis and Commodity Research Division is largely dependent upon the Branch Director's office and other Divisions of the Branch in identifying problems and scheduling actions thereon. With respect to the Marketing Research Program the recommendations of the Tobacco Advisory Committee on marketing problems which need attention are given major consideration in determining the work to be carried on by the Division. However, personnel of this Division will participate in work concerning a large number of problems identified elsewhere. Work performed by the Division will either be assigned by the Director's office or requested by Division chiefs on an informal and verbal basis. Work assigned to or requested of the Division will be of a kind

which the personnel of the Division is trained and experienced to best perform. The nature of this work may involve either a part of the problem identified or the whole problem itself. On occasion special problems are assigned to personnel of the Division informally and directly by representatives of the PMA Administrator's office. In such cases usually verbal but specific instructions are given concerning the information requested and the form in which it shall be presented. As a general rule personnel of the Division are engaged on several problems at the same time. However, priority of work is usually recognized by the Division or is identified to it by the Director's office or other Division chiefs. Frequently individuals of the Division will make field visits with other personnel of the Branch in the explanation and review of programs and program plans. Work performed in this connection will have considered the opinions and reactions of producers and trade groups, member of Congress, and other PMA units. These opinions and reactions are usually obtained in conferences or by individual conversations or letters of recommendations.

This Division's work on Branch and PMA problems are such that improvements, modifications and changes are limited by or directly associated with Branch objectives on current operational problems.

III. MANAGEMENT IMPROVEMENT STATEMENTS AND REPORTS

Management improvement statements have been prepared either on a Branch wide or operating Division basis. The responsibilities of the Program Analysis and Commodity Research Division in its capacity of servicing other divisions are such that management improvement is necessarilly limited to participation in the solution of problems presented by the Branch or operating Divisions. The opportunity of improving the Division itself rests largely with increased efficiency and knowledge of personnel through additional training and experience. The Tobacco Stocks Report and the Annual Report on Tobacco Statistics, the two reports issued by the Division have been worked upon for a long number of years and the opportunity of improving these reports now appears quite limited. In this connection however, continuous reviews will be made and suggestions and recommendations requested from recipients of these reports. No particular changes are now expected to be made.

Reports on the status of problems submitted in September, 1949 follow:

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Tobacco Branch, PMA

2. July 15, 1950

3. This Report Covers Management Improvement Statement No. TB-6

4. Action Taken from September 7, 1949 to June 30, 1950

Man Years Actually Spent on Solution .6

The basic methods of preparing reasonably accurate indications of current usage of U.S. tobaccos in foreign countries have been determined. These methods have been utilized in preparing, compiling, and analyzing the background statistical material necessary for estimating foreign demand for U.S. leaf tobacco. Experience gained in the past year on procedure methods, conversion factors to be used, and evaluation of the various types of information obtained has solved the original problem.

5. Action to be Taken During Fiscal Year 1951:

None. The problem outlined in TB-6 is considered solved.

The work now has become part of the routine of the Branch, and consists of preparing, compiling, and analyzing additional up-to-date statistical data relative to trends in demand for U.S. tobaccos in foreign countries. The work load in connection with this will continue.

6. Action to be Taken During Fiscal Year 1952: Same as No. 5

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

Information already prepared and analyzed has been extremely valuable in obtaining a more accurate picture of foreign demand for U.S. tobaccos. This information on stock levels and consumption trends in foreign countries, has aided materially in effective administration of the tobacco price support and foreign supply problem of the Department, and in appraising the tobacco program of the ECA. Estimates of export demand should be more accurate and thereby improve the administration of Branch programs.

MANAGEMENT IMPROVEMENT STATUS REPORT

1. Tobacco Branch, PMA

2. July 15, 1950

3. This Report Covers Management Improvement Statement No. TB-15

4. Action Taken from September 7, 1949 to June 30, 1950

Man Years Actually Spent on Solution .2

The problem of determining normal percentage distribution of grades and the normal price differentials among the various grades of cigar tobacco has been solved. Definite procedures have been established for assembling this information for development of loan schedules for cigar types of tobacco.

5. Action to be Taken During Fiscal Year 1951:

None. The problem outlined in TB-15 is considered solved.

The work load will continue by extension of loans to the Ohio and Pennsylvania areas and by carrying forward the schedules from year to year but the method or procedure for assembling these data has been established and is now viewed as administrative routine.

6. Action to be Taken During Fiscal Year 1952:

None. See 5 above

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

This work has developed the procedure for establishing loan rates by grades for cigar-leaf types of tobacco based on relative values which guarantee growers as a whole the mandatory price support level.

IV. STATEMENT OF CURRENT METHODS OF IDENTIFYING OUTSTANDING AND EFFICIENT UNITS, SUPERVISORS AND EMPLOYEES

Work of the Program Analysis and Commodity Research Division is largely professional and performed on an individual basis. In view of this, accomplishment cannot be measured through use of the established quantitative standards or other quantitative data. Efficiency and outstanding performance is measured through personal observations by high level supervisors of the work performed. Advice is sought and obtained from other Branch and PMA personnel regarding work performed on an individual or Division basis. Changes in methods or techniques are readily accepted both on an individual and Division basis. Outstanding performance is observed and determined through the judgment of high level supervisors and awards are usually in the nature of promotions in grade and assignments of more difficult and responsible work in which the employee is particularly interested.

REPORTS RECEIVED EXHIBIT I

Tobacco Branch - Program Analysis and Commodity Research Division

h. The Tobacco Stocks Report is the only one submitted to this Division.

(1) The title of the report is "Tobacco Stocks Report, Form number TB-26".

(2) About 1,200 individual reports are received from tobacco dealers and manufacturers in the continental United States and Puerto Rico.

(3) The reports must be submitted quarterly.

(4) Each reporter records on the form the inventories of leaf tobacco owned on January 1, April 1, July 1, and October 1. These inventories are reported according to class of tobacco, whether stemmed or unstemmed, on a quality basis. Each report is confidential and is used only by this Division.

(5) The individual reports are tabulated by classes of tobacco on a stemmed or unstemmed basis, as well as quality basis, and consolidated into the publication titled Tobacco Stocks Report.

(6) This report was originated in 1929 and has been revised when necessary. The last revision, a minor one, was made effective July 1, 1950.

(7) No further revision appears necessary.

(8) Within our knowledge, no other report partially duplicates this report or any individual items contained in it.

(9) This report cannot be combined with any other PMA report.

(10) One copy of each quarterly report is received from each individual or firm required to file it. After the information is tabulated the reports are filed and held for a period of five years.

(11) The Tobacco Stocks and Standards Act requires the filing of the Tobacco Stocks Report.

(12) Experience of personnel gained from auditing and observing individual reports are the only additional information needed for their review.

(13) This report cannot be eliminated and it is not believed that further simplification in it can be made.

REPORTS PREPARED EXHIBIT II

Tobacco Branch - Program Analysis and Commodity Research Division

i. The Tobacco Stocks Report prepared on a continuing basis and issued quarterly, the Annual Report on Tobacco Statistics issued annually and the Annual Progress Report are the only reports prepared by this Division. Obviously, numerous reports of varying character must be prepared for administrative purposes and in filling requests of other Governmental agencies, individuals, members of Congress, etc. Special reports such as tobacco requirements under the Marshall Plan and tobaccos role in the Gordon Gray study on the "Dollar Gap" are made by the Division. Personnel of other agencies within the Department usually participate in the preparation of these special reports. The following is applicable only to the reports made on a continuing basis:

(1) Tobacco Stocks Report, the Annual Report on Tobacco Statistics, and the Annual Progress Report to the Administrator of PMA. The Tobacco Stocks Report has no form number. The Annual Report on Tobacco Statistics is identified in the commodity statistical category.

(2) The Tobacco Stocks Reports are prepared quarterly. The Annual Report on Tobacco Statistics and the Annual Progress Report to the Administrator of PMA are prepared annually.

(3) The Tobacco Stocks Report shows the stocks of tobacco held in the United States and Puerto Rico by tobacco dealers and manufacturers broken down by class and type, whether stemmed or unstemmed, and on a broad general quality basis. The Annual Report on Tobacco Statistics is a compilation of the most frequently used statistics relating to tobacco. The Annual Progress Report to the Administrator describes the kind and volume of work carried out during the previous fiscal year.

(4) The Tobacco Stocks Report was originated in 1929 and the last revision was made effective July 1, 1950. The Annual Report on Tobacco Statistics was originated in 1937 and the contents therein are revised when necessary and brought up-to-date each year. The Annual Progress Report to the Administrator originated with PMA.

(5) The Tobacco Stocks and Standards Act requires the preparation and issuance of the Stocks Report and the Annual Report on Tobacco Statistics. A memorandum is received each year specifically requiring the Annual

Progress Report to the Administrator.

(6) The individual reports received from tobacco dealers and manufacturers is the only source of data used to prepare the Tobacco Stocks Report. The contents of the Annual Report on Tobacco Statistics represents data of the Tobacco Branch, Bureau of Agricultural Economics, Office of Foreign Agricultural Relations, Department of Commerce, the Department of Labor, Bureau of Internal Revenue, the Tariff Commission, as well as tobacco trade journals, tobacco dealers and manufacturers, State financial reports and any other sources developing statistics on tobacco. Records of the Division are used in preparing the Annual Progress Report to the Administrator.

(7) No other PMA reports partially duplicate either of these.

(8) Neither of these three reports can be readily combined with any other report.

(9) Currently 1,100 tobacco stocks reports are prepared and issued each quarter and 5,000 copies of the Annual Report on Tobacco Statistics for 1949 were printed. Distribution of the Tobacco Stocks Report is general and among tobacco dealers, manufacturers, trade journals, libraries, and individuals interested in tobacco. Distribution of the Annual Report on Tobacco Statistics is general and among the same group, except that several thousand copies are distributed annually upon request among students and individuals interested in tobacco. For the Annual Progress Report to the Administrator, the Division prepares a draft for the Director of the Tobacco Branch for his use in preparing an overall Progress Report for the Branch.

(10) During each year approximately 2,500 man hours work are required to prepare the Tobacco Stocks Report and 1,500 man hours work are required to prepare the Annual Report on Tobacco Statistics. About 8 man hours are required to prepare the Annual Progress Report to the Administrator.

(11) No additional reports need to be prepared to provide Branch and other PMA officials the necessary information for the Tobacco Stocks Report, the Annual Report on Tobacco Statistics, and the Annual Progress Report to the Administrator.

(12) None of these reports should be eliminated, simplified or otherwise changed.

I. Review Facilities and Techniques.

1. Program Objectives and Operational Plans.

a. The Tobacco Stocks and Standards Act of 1929, revised in 1935, (45 Stat., 1079) provides: "The Secretary of Agriculture shall establish standards for the classification of leaf tobacco" . . . etc., and The Tobacco Inspection Act of 1935, as amended in 1948, (49 Stat., 731) provides: "To establish and promote the use of standards of classification for tobacco" . . . etc. Under the provisions of both these acts, the objectives are set forth as a basis for developing operational plans rather than making it necessary to develop specific objectives from general enabling legislation. The legislation, pertinent to the establishment of tobacco standards and for other purposes related thereto, authorizes the Secretary to administer the program.

b. Both the Annual Progress Report and the Standardization Research in the Properties of Tobacco Report prepared by the Division, formulate the specific objectives of the Division. These reports are submitted to the Director for distribution, as required, to other PMA offices.

c. (1) Recommendations and suggestions of producers and members of the trade are accepted, and even solicited, through correspondence, conferences and individual discussion.

(2) Through the medium of conferences and informal discussions, intra-branch recommendations are received both from the department and from field representatives of other divisions.

(3) Tobacco Standards are distributed first to producers, the trade, the other Federal agencies interested, and to other Divisions of the Branch as Proposed Standards. In this form, general criticisms are invited. After all criticisms and suggestions have been considered, these Proposed Standards are revised and reissued as Tentative Standards. In this form the standards are put into actual operation in order to test them under field conditions. It has been the policy of the Division to prepare the Tentative Standards with such thoroughness that, after they have been given a reasonable test, only minor revisions will be required when the standards are submitted to the Secretary for promulgation as Official Standards.

d. No work plans are necessary in connection with field operations, since all field operations are conducted in cooperation with other divisions and agencies. Work plans in the Departmental Division are formulated on a continuing basis from projects already under

consideration and from new problems which are presented from different studies. Programs generally are planned well in advance of the operations in research undertakings. Standards work necessarily has to be geared in with the program of the Branch and with Marketing Services and Marketing Programs. As a support program for a new type of tobacco is established standard grades have to be provided by the Division when they are required as a part of the new program.

(1) As new Standards or revisions to existing Standards are required in the support of types of tobacco hitherto unsupported, a deadline or "target" date is necessarily set.

(2) Work plans are reviewed by the Director and Deputy Director of the Branch and by the heads of divisions concerned in the promulgation of Standards.

(3) No graphic or other special arrangements for presentation of the work plans are usually required.

e. Constant effort at improvement in the work plans of the program and their preparation and presentation is being made.

2. Determining Program Results.

a. An adequate set of standard grades for a type of tobacco will reflect a fair treatment of each grade and quality in the type with respect to its usefulness and value relative to the other grades within the type over a period of years of production. Standards are reviewed constantly by officials of the Department and members of the trade to see that the Standards do reflect a fair treatment to the individual grades. In order to approach scientifically the problem of more adequate standards, a research program is being conducted to examine, on a grade basis, the principle types of tobacco. Complete appraisals are made as to the physical properties and all the elements of quality which can be determined physically on selected grades. Chemical components of the same grades are determined and the data thus obtained is correlated with the physical appraisals in order to establish a more definite basis for specifications of the grades. The acceptance of the standards represents the accomplishment of the program objective.

b. (1) The appraisal of the Standards is being done daily in the marketing processes and periodic criticisms and suggestions will necessarily follow. Branch officials carefully consider and discuss these suggestions as they are received.

c. One of the purposes of the annual supervisor's conference with Marketing Services officials is to criticize the standards and offer suggested improvements which were brought to light in the completed year's operation.

d. The Director's office and divisions engaged in the inspection of and the support of the commodity as well as the Standards and Technical Research Division appraise its program.

e. Only those offices mentioned in paragraph d make such appraisals.

f. Because of the small organization employed in the Standards and Technical Research Division, appraisals and discussions of the progress of the program are conducted informally. For the same reason intra-branch discussions are normally held informally.

g. The results of the appraisals are incorporated into the work plan.

h. No formal reports received.

i. (1) Program Report of the Tobacco Standards and Technical Research Division.

(2) Annual report.

(3) Purposes and aim of Division. Progress Report on the Revision of Standards and establishment of new standards. Progress on Physical and Chemical Research under the RMA project.

(4) Report originated fiscal year 1946, revised 1950.

(5) Administrator of the Research and Marketing Act requires an annual report under RMA.

(6) Data accumulated in the course of the year's work including Industrial, Physical and Chemical Research.

(7) No other PMA reports are known to duplicate this report.

(8) This report can not be combined with other PMA reports advantageously.

(9) (a) Five copies prepared.

Director, Deputy Director, Chief of Division, men in charge of Physical and Chemical Research projects.

(10) Sixteen man hours.

(11) It is considered that this distribution is adequate.

(12) No change is recommended in the reports as submitted.

i. Continued.

(1) Work Project Annual Report RM:c-159.

(2) Annual Report.

(3) Work project titles, Objective, Progress during the year, Important recent contributions, Lines of work to receive special attention during the coming year.

(4) Report originated fiscal year 1948, revised March 31, 1950.

(5) Administration of Marketing and Research Act requires this report.

(6) Data accumulated in the course of the year's work including Industrial, Physical and Chemical Research.

(7) No other PMA reports are known to duplicate this report.

(8) This report can not be combined with other PMA reports advantageously.

(9) (a) Thirteen copies prepared.
Five copies Administrator RMA, five copies Director's office three copies Standards and Technical Research Division.

(10) Forty man hours.

(11) It is considered that this distribution is adequate.

(12) No change is recommended in the reports as submitted.
Note: Also special reports are prepared as required by the Industry Advisory Committee and to be used by Administrator for appearances before Agriculture sub-committees and the Appropriations Committee.

j. No immediate action is recommended with respect to improving review method.

3. <u>Determining Efficiency and Economy</u>.

a. The size of the Standards and Technical Research Division is not sufficient to justify formal periodic reviews within the organization which, because of budgetary limitations, consists of the Chief of the Division, a Senior Chemist in charge of Chemical Research and his assistant, a Technologist in charge of Physical Research and a minimum of stenographic personnel. Job allocations not yet filled include an Assistant Chief and an Assistant Physical Research man with additional clerical employees.

(1) Reviews are made periodically to determine that part of the program which requires most immediate attention and personnel is so allocated.

(2) The personnel of the Division are engaged almost entirely in program operations.

(3) The results accomplished are the prime consideration of the Division.

(4) The review is conducted by the Chief within the Division, as new problems and approaches to problems arise.

(5) Field offices usually present their Standardization problems to the Standard and Technical Research Division's representatives at the yearly conference of Field Supervisors and at special conferences called specifically to consider standardization problems.

(6) Analysis of information obtained from the review is not normally instrumental in organizational changes because changes are rare in so small a group.

(7) Analysis is made in consultation with key operating personnel.

(8) No, since no other PMA organization exactly parallels Standards and Technical Research Division in work plan nor in personnel requirements.

(9) Organizational changes have to be cleared through the Director's office.

b. Reviews of Procedures and Methods.

(1) Through associated agencies, the tobacco industry, and through study of historical and technical literature, procedures are thoroughly investigated, and those most suitable to the needs of the Division are selected.

(2) Methods are tried and modified in order to obtain the most efficient and economical results.

(3) The procedures of the Division are not formally reissued.

(4) Procedure methods are originated by members of the Division. No field office is directly responsible to the Division.

(5) Research procedures used in other commodities are studied.

(6) Work methods of other units are carefully considered.

(7) Work methods of associated agencies are observed by personal contacts and through correspondence.

c. Review of Staffing Requirements and Utilization of Personnel.

(1) No standard work units have been developed.

(2) No standards have been established to show how many units should be turned out per man-day or how many man hours a job requires.

(3) No quantitative data is used to measure performance.

(4) Such standard work units are not used.

(5) Quality performance is determined by the results obtained. Physical and chemical data is compiled and the results will be incorporated into the standard grades for the different types of tobacco studied.

(6) Detailed reports of all studies made are filed with the Chief.

(7) Not applicable in research studies nor in the promulgation of standards.

(8) By means of frequent discussions and informal conferences within the Division procedures are improved upon and efficiency in handling problems is gained by the exchange of ideas.

(9) No determination is made as to work load distribution.

(10) The Chief is in constant touch with all members of the Division and with their problems and methods.

d. A continuation of the present work plan is proposed. Appraisals of procedures will be continued and contacts with associated agencies will be maintained in an effort at maximum efficiency and economy in the program.

II. <u>Identifying Problems and Scheduling Action on Solution of Such Problems.</u>

A. The following persons compose the Management Improvement Committee for the Tobacco Branch:

Chairman: Stephen E. Wrather

Members: Milton S. Briggs
M. I. Dunn
J. V. Morrow
George E. Powell
J. J. Todd
Frank B. Wilkinson

B. Description of methods are included in Paragraph C below.

C. (1) Through contact with the Industry, the Producers, Marketing Services Division, reviews of procedures and appraisals of the program within the Division, problems are identified and action scheduled.

(2) Opinions and reactions of producers, members of the trade, etc., are given most careful consideration.

(3) Observation and study of old and new problems.

(4) Greater cooperation with associated Federal agencies.

(5) New standards are promulgated, when needed in tobacco types not having U. S. Standard Grades, and revisions in existing standards are effected when need for revision is established either through field contacts or through research studies.

a. No priority is given to areas having largest number of employees.

b. No priority is required to be given to areas having administrative difficulties.

c. Schedules must conform to the immediate requirements of individual types of tobacco.

d. Employees must take action to conform with the immediate problem.

(6) New standards and revisions are reviewed and examined by the Division, by the Director's office, by Marketing Services, Marketing Programs and other interested Divisions.

III. Management Improvement Statements and Reports.

A1. No revision to the statement submitted in September 1949 is being presented.

A2. No additional Management Improvement Statements are to be submitted with this report.

B1. A status report is attached for the statement submitted by this Division in September 1949.

IV. Identifying Outstanding and Efficient Units, Supervisors and Employees.

Program administration is not routine and we feel that work must be tested by professional rather than by factory standards. Our recognition of good work takes the form of personally complimenting the individual or unit, assigning work in accordance with capabilities, recommending promotions whenever merited, and giving such public recognition to the staff members as circumstances permit through assignments involving individual responsibility and participation in conferences.

Status Report

1. Tobacco Branch
   Tobacco Standards & Technical
   Research Division

2. July 12, 1950

3. TB-14

4. September 8, 1949

Three-fourths of one man year

Tentative Standard Grades have been established for Broadleaf, Type 51, and Havana Seed, Type 52; produced in Massachusetts and Connecticut, and for Types 53, 54, and 55, produced in Pennsylvania, New York, Wisconsin and Minnesota.

5. Tentative Standards will be promulgated for Pennsylvania Seedleaf, Type 41, during this year. Study will be continued on Types 51 to 55, inclusive, and on Puerto Rico filler tobacco, Type 46, with further modifications in these Standards as a consideration. Since the Tentative Standards for Maryland Air-cured tobacco, Type 32, have been given a thorough test in practical operation they will, with minor revisions, be recommended for promulgation by the Secretary as Official Standards.

6. Other Tentative Standards will be considered for promulgation by the Secretary in 1952 and such Tentative Standards will be developed for other types as circumstances warrant.

7. With the issuance and revisions of Standards for cigar-leaf tobacco, price support programs were instigated and several million pounds of producers' tobacco was inspected and placed under loan. The Standards have been of great service to tobacco farmers and members of the trade who have not heretofore had definite knowledge of the different qualities and characteristics of tobacco as systematically classified under the Standards. The Standards, generally satisfactory to the producers, dealers and manufacturers of the tobacco, in these types is indicative of the success of the program of the Tobacco Standards and Technical Research Division.

TOBACCO BRANCH - PMA

Naval Stores Division

I. INVENTORY AND STATEMENT OF CURRENT REVIEW FACILITIES AND TECHNIQUES.

This statement follows the "OUTLINE FOR DEVELOPMENT OF BRANCH OR OFFICE MANAGEMENT IMPROVEMENT PLAN SUPPLEMENTING MEMORANDA OF MAY 1, 1950 AND MAY 17, 1950 FROM THE ASSISTANT ADMINISTRATOR FOR MANAGEMENT", dated May 25, 1950 (hereinafter referred to as the "Outline"). Separate, detailed statements have been prepared for the price support program and for standardization, regulatory, and inspection activities under the Naval Stores Act of 1923. The position of the Naval Stores Division with respect to each of the categories of PMA programs listed on page 2 of the "Outline" follows:

a. Agricultural conservation program - The conservation program for gum naval stores is administered by the Forest Service. One element of producer eligibility under the CCC Loan program is that he be a participant in the Gum Naval Stores Conservation Program, or otherwise follow good conservation practices. In addition, PMA benefits from the informal, mutual exchange of information and ideas with the Forest Service.

b. Production adjustment programs - None in operation.

c. Price support - Detailed statement included.

d. Sugar stabilization - Not applicable.

e. International commodity agreement programs - None currently operative or contemplated.

f. Surplus removal - None, other than those connected with price support liquidation operations.

g. Supply programs - None currently operative.

h. Foreign purchase programs - None currently operative.

i. School lunch program - not applicable.

j. Marketing agreements and orders - None currently operative.

k. Marketing research and standardization programs - The economic research activities of the Division are designed to implement and supplement the price support operations and are covered in the statement referred to in topic (c) above. Standardization is one of the three major lines of activity under the Naval Stores Act and is included in the detailed statement on marketing services.

l. Marketing services - Grading and inspection, another major activity under the Naval Stores Act, is covered in the detailed statement on marketing services. In addition,

the Division has proposed a market news service, with emphasis on price reporting, for turpentine and rosin. This proposal has been included in the Department's long range plan for market news development.

m. Marketing regulatory programs - Regulation of interstate commerce in naval stores is the third major activity under the Naval Stores Act and is covered by the detailed statement on marketing services.

n. Other production and marketing programs:

(1) Federal crop insurance - Not applicable.
(2) Water resources - Not applicable.
(3) Foot and mouth eradication - Not applicable.
(4) Foreign economic assistance - We cooperate and exchange information with the ECA staff on naval stores problems.
(5) Import controls - None.

In the following sections, A and B, each of the two principal functions of the Naval Stores Division, price support and marketing services, are described in accordance with the headings contained in the "Attachment" which comprises pages 8 - 13 of the "Outline".

A. Price Support Program for Gum Naval Stores

1. <u>Program Objectives and Operational Plans:</u>

A statement of the objectives of the naval stores price support activities was included in the Tobacco Branch report on that subject.

a. Price support operations for gum naval stores are permissive, both under existing and previous legislation. Legal authority for the 1950 program is contained in Section 301 of the Agricultural Act of 1949 and the Commodity Credit Corporation Charter Act, as amended. The decision is made each year as to the continuance of support operations and the level of support.

b. With respect to a statement of program objectives for staff use, we find that within the Division and Branch, informal discussion, at staff meetings and other conferences, is the most effective means of exchanging and developing information regarding the program. In addition, the publication "Price Support Programs for Gum Naval Stores, 1934-46" by Briggs and Freeman (copy attached), is a handy and readily available source of background information. For the information of producers and the trade this program information was brought up to date in the form of special

articles in the 1948 and 1949 issues of The Naval Stores Review International Yearbook.

c. (1) As is well known, the price support recommendations of the producers and other trade interests are vociferously presented. The fact that the naval stores program is on a year-to-year, permissive, basis makes these groups all the more concerned to bring their views before the Department.

(2) Intra-branch recommendations are obtained by consultation with the Branch Director and others, including the PMA Commodity Office in Atlanta; no field offices of the Branch are involved.

(3) Formal review outside the Branch is, of course, chiefly effected by the docket procedure. In practice, we work closely with the Office of the Solicitor and the Fiscal Branch, in formulating and operating the loan program.

d. The major operational features of the proposed loan program are covered in each year's docket. A loan program is essentially a marketing problem, and target dates, etc., are set by the marketing practices followed for the particular commodities involved.

The operation of the loan program, by virtue of its volume and importance is given priority in the Division. Those in charge have had long experience and deep interest in the effective and efficient operation of the program. This program is not routine or static; new problems arise from its operation almost daily and demand the active attention of the staff. As a result, the "work plan" is largely one of determining the order of importance of pending business.

e. The objectives and operational plans involved in price support operations are continuously under review and, in our opinion, these constant observations supply an effective review of methods and facilities looking to the prompt solution of problems and improvements in operations.

2. <u>Determining Program Results:</u>

a. The accomplishments of any CCC loan probably are more readily determinable than those of other types of Governmental operations. If loans are made readily available to all eligible producers throughout the marketing season, efficiently and

at minimum cost, the primary objective has been achieved.

b. The appraisal is a virtually continuous process.

c. The Naval Stores Division makes a point of accounting for each program separately as well as in series. The publication cited above in subsection I A b evidences our interest in analyzing program operations.

d. The Naval Stores Division has the immediate and primary responsibility for the operation of the Gum Naval Stores Loan Program, subject to the over-all supervision of the Branch Director.

e, f, g. The Branch Director is kept currently informed about program operations; any problem of consequence is discussed with him before action is taken. The preparation of a docket is one major formal occasion for his review of the operation; another is the annual report of the Division

h. A summary of reports received is attached as Exhibits A1 through A6.

i. A summary of reports prepared is attached as Exhibits A7 through A16.

j. No action presently is planned for changing the determination of the results of the Gum Naval Stores Loan Program.

3. <u>Determining Efficiency and Economy</u>

a, b, c, The Naval Stores Division was included in the detailed review made by the Budget and Management Branch in 1948. That review confirmed the retention of all naval stores activities in a single division. At the Washington level there are only 3 professional employees directly involved in the Gum Naval Stores Loan Program, so the organizational problem is virtually non-existent, and the points outlined under this heading are largely inapplicable. However, operation of the program in the field involves numerous organizational problems and personnel; and these are discussed in the following paragraphs.

The annual preparation of a docket and of the program procedures with related and implementing forms affords a complete review of the price support organization. The docket brings out that the American Turpentine Farmers Association

Cooperative, Valdosta, Georgia, acts as borrower and the primary field agency and that the PMA Commodity Office, Atlanta, Georgia, reviews all loan documents, schedules all disbursements, receives all proceeds, and maintains custody of the title documents. Thus, fiscal control is centered at the Atlanta Office; the Association makes the loan available to the producers, checks the eligibility of the producers and collateral, supervises the loan storage activities, and effects redemptions; liquidation of unredeemed collateral is made by the ashington staff of the Division with the PMA Commodity Office, Atlanta handling the release of title documents and receipt of funds.

Close supervision is given to the activities of the Association and its record of loan program administration is excellent, both as to efficiency and economy. The supervision includes drafting of the over-all loan agreement with the Association and its subcontracts with producers and warehousemen, budgetary control over the loan program expenditures of the Association, and continuous supervision and cooperation in all phases of program activity. Economy of operation stems from the fact that the Association is a going concern, deriving most of its revenue from membership fees and other revenues, and performing loan functions only as and when needed, on a cost basis (see attached summary).

Economy of storage operations has been achieved by successive reductions in storage rates, which have reduced turpentine storage charges to 56 percent of the commercial rate and rosin charges to only 38 percent of the commercial rate. On the other hand, the requirements and conditions of storage have been constantly improved.

Supervision of the Atlanta Office functions is primarily a function of the Fiscal Branch, our interest centering in the adequacy of its program operations which, we may add, have been outstanding.

In addition to these reviews of the day-to-day program operations, we find that efficient program operation demands longer range research and planning. The preparation of the 1934-46 summary of price support operations (see I A b) not only served and still serves as informational material, but also as an exceptionally thorough review of price support objectives and methods. Information on the foreign demand and supply situation always has been scanty and unreliable. Yet, a large share of U. S. production is exported. More complete knowledge of

trends and prospects was needed both for the formulation of domestic price support programs and as a guide to disposal operations. The Division, with the cooperation of the Office of Foreign Agricultural Relations and the State Department, is obtaining regular reports from consular sources and is now preparing the first major report for early release to the producers and trade. Another operational problem requiring extended study has been the trend to control distillation of the crude pine gum. With the assistance of RMA funds, a study was completed for release in January 1949. Processing margins have continued to be kept under review by means of weekly reports from the processors. These also serve as the basis for a weekly report on the average prices paid for crude gum, a report which is useful to producers in their sale of crude gum and which receives wide distribution in the naval stores area. Another operational problem has been the computation of a parity price for crude gum under the definitions embodied in the Agricultural Act of 1949. This Division utilized the experience gained in the study of central distillation to obtain an historical series of gum prices for the period 1940-49. These data were summarized and analyzed and have been referred to the Bureau of Agricultural Economics for checking and official release.

The Division is continuing its efforts to achieve and maintain maximum efficiency and economy in all phases of program operation. A recent example of these efforts is the inclusion in the 1950 Warehouse Agreement of lower storage rates, increased liability, and a provision that any extraordinary expense incurred by the Association or Commodity in supervising storage may be set off from storage payments due the warehouseman.

B. Marketing Services:

The Naval Stores Act of 1923 is administered as a single program and the immediate supervision of the Act is vested in a supervisory chemist, who supervises the development of physical and chemical standards for naval stores, the inspection and grading service, and the regulatory inspections which are designed to prevent the sale of adulterated or mislabelled naval stores in commerce. Since the Act is administered as a unit, it is believed that a single statement more realistically will cover the inventory of current review facilities and techniques for the standardization, inspection, and regulatory features of the Act than separate statements under classifications k, l, and m on page 2 of the "Outline."

1. Program Objectives and Operational Plans:

A statement of program objectives under the Naval Stores Act was included in the Tobacco Branch report on objectives.

a. All three of the major program objectives are quite specifically enumerated in the Naval Stores Act.

b. Copies of the Act are available and informal contacts keep interested Branch personnel currently informed.

c. The standardization, inspection, and regulatory objectives are so specific as to leave little doubt of their conformity to legislative and executive policy.

(1) The inspection service is voluntary and, therefore, is dependent upon and responsive to the needs of the producers, consumers, and distributive trade, particularly the latter. Changes in standards or promulgation of new standards under the Act are subject to public hearing and Federal Register publication.

(2) Recommendations from the field staff are obtained through frequent correspondence and by periodic visits of the supervisory personnel to the field.

(3) The annual progress report and annual requests for appropriations provide the major occasions for regular review of objectives by PMA and Department officials and by the Congress and public.

d. The principal work plans include the assignment of territory and work to each of the field inspectors and the allocation of effort of the Washington staff between standardization, regulatory, and inspection activities.

(1) Inspection work, including billings, obviously has to be done on schedule; there is more latitude in some other activities under the Act.

(2) The supervising chemist is immediately responsible for the work plans, though the Chief of the Naval Stores Division also devotes considerable time to the broad planning phases of the Act administration.

(3) Record keeping and correspondence are the principal means of keeping track of the inspection activities.

e. The administration of the Act involves a comparatively small staff, all of long experience, and is well integrated with the other naval stores activities. No changes are contemplated at present in the method of reviewing operations.

2. Determining Program Results

a. The inspection, standardization, and regulatory activities all are so specific as to require no special means of determining accomplishments.

b. (1) The appraisal of results of inspection and regulatory work is continuous and the result of each standardization project is measured by the successful conclusion of the project.

(2) In addition to the periodic review, the work is reviewed annually in the form of budget presentation and an annual report.

c. Comparisons are made between fiscal years.

d. The Division Chief and supervising chemist perform the primary appraisals.

e. No other formal arrangement is utilized.

f. The annual progress report is the regular means of reporting formally to the supervisory officials.

g. Appropriate action is taken such as for example, adopting the results of acidity tests in loan program operation, and publishing a designation, or standard, for a new kind of rosin made from tall oil.

h. See attached summary of reports received, Exhibit A-15.

i. See attached summary of reports prepared. Exhibit A-16.

j. We believe that the appraisal of Naval Stores Act operations are specific enough under current methods as to require no change at the present time.

3. Determining Efficiency and Economy

a. Review of Organization

The organization of the Naval Stores Division, including the administration of the Naval Stores Act, was reviewed in detail and approved.

(1) Reviews are made both continously and annually.

(2) The review covers employee functions. The Southern field employees are primarily inspectors, the New York man is a regulatory employee-chemist devoting part time to supervision of inspectors and part to research work on regulatory analysis, etc. The time spent on various functions by the Washington staff is allocated for budgetary and work-planning purposes.

(3) Volume of work is considered in the review.

(4) The organization is small and the review is largely a matter of work planning conducted by the Division Chief in collaboration with the chemist-supervisor.

(5) The field offices are included in the review.

(6) The guiding principle is to maximize the effectiveness of all three phases of the work.

(7) Key operating personnel are consulted.

(8) The organizational structures of other agencies are studied for possible application to the naval stores work.

(9) The most common implementation is the re-assignment of inspection and regulatory territories and of specific tasks among the Washington and field staff.

b. Reviews of Procedures and Methods

(1) The effort made to accomplish the greatly expanded work within the limitation of an inadequate budget keeps the staff constantly on the alert for maximum economy.

(2) Program requirements are fairly stable and currently need little revision, except for basic changes in the industry. For example, the regulations under the Naval Stores Act were completely revised in 1946 to accommodate the basic changeover in the industry from country stilling to central processing of gum.

(3) Procedures are not reissued by other offices.

(4) The work is organized in such manner that currently submitted inspection reports, etc., comprise an automatic check on performance.

(5) Other experience is utilized; no PMA State or County Office is involved.

(6) The staff is constantly alert to achieve maximum efficiency and economy in all the work methods.

(7) Through the supervising chemist and the field supervisor.

c. Review of Staffing Requirements and Utilization of Personnel

(1) No "work units," as such, have been developed, but the field inspectors are assigned specific territories to cover, and because they are few in number, a high order of industry is required to complete their assignments.

(2) Formal work units not established.

(3) Quantitative data for measuring performance of the field men consist of the assignment of territories.

(4) The work plan for the year is set by the objectives of the program rather than in terms of quantitative work units.

(5) The quality of performance of inspection duties is readily determined by the voluntary acceptance of the inspection service by virtually the entire gum naval stores trade: and by some wood naval stores manufacturers; regulatory performance is readily checked by the cases brought in; and performance with regard to standards is determined by the acceptance thereof under the Act or the adoption thereof by the American Society for Testing Materials.

(6) Performance is measured by direct observation rather than by any system of workload reports.

(7) Data on the volume of naval stores products inspected are included in the annual report and budgetary statements, but standardization and regulatory activities are not adaptable to cost accounting.

(8) While no such deficiency has been experienced, its occurrence would be met by appropriate notice to the affected unit or employee, and properly followed up until remedied.

(9) The distribution of duties is made by observation of individual performance.

(10) The position discriptions are kept as closely related to actual duties performed as possible.

d. Budget limitations have been so stringent, particularly over the past several years, that the entire staff has done its utmost to effect economies. At the present time, no means of increasing the effectiveness of our review of the program are apparent.

II. INVENTORY STATEMENT OF FACILITIES AND TECHNIQUES FOR IDENTIFYING PROBLEMS AND SCHEDULING ACTION ON SOLUTION OF SUCH PROBLEMS

A. The membership of the Tobacco Branch Management Advisory Committee includes the chief of each division, the chairman is the Assistant Director of the Branch.

B. The most important means available to the Naval Stores Division in identifying and meeting operational problems is the experience of the staff. Mr. Grotlisch has been associated with the Naval Stores Act since its enactment in 1923 and Mr. Briggs was one of the earliest employees of CCC and has handled naval stores program operations since their inception in 1934, as well as programs for a large number of other agricultural commodities. The other professional members of the staff, including all but two of the field staff, have had comparatively long and wide experience in naval stores and other program operations.

C. <u>Outline for Describing Methods Used</u>

1. Review methods include frequent consultation with the staff on all program operations, preparation of dockets, preparation and review of annual reports, comparisons with other programs, opportunity for economy and improvement in over-all operations.

2. Public reaction frequently reveals problems, both in price support and Naval Stores Act operations. However, maximum efforts are exerted to anticipate problems and take corrective action before the program is promulgated. Where practicable and appropriate, problems are discussed with the producers and trade before action is taken.

3. All methods in use are described in 1 and 2 above.

4. Identification of problems is not a major operational consideration with the small staff with which this Division functions.

5. Action is scheduled on a balancing of numerous considerations. Those causing serious, immediate difficulty get first attention, but we strive to take longer range action in problem areas which appear most susceptible of ultimate savings. The Division Chief does not always set calendar deadlines (though these are frequently involved), but always gives an indication of a period when he expects completion of an assignment or a report of progress.

6. All action by the staff receives the careful review of the Chief and policy matters are cleared before release.

III. MANAGEMENT IMPROVEMENT STATEMENTS AND REPORTS

A. Management Improvement Statements

No revisions of the statements submitted in September 1949 are being offered at this time, nor have any new problems arisen.

B. Reports

A status report is attached for each of the statements submitted by this Division last September. See Exhibits B-1 through B-6, attached.

IV. STATEMENT OF CURRENT METHODS OF IDENTIFYING OUTSTANDING AND EFFICIENT UNITS, SUPERVISORS, AND EMPLOYEES.

Program administration definitely is not routine and it is felt that work must be tested by professional rather than by mechanical standards. Our recognition of good work takes the form of personally complementing the individual or unit, assigning work in accordance with capabilities, recommending promotions whenever merited, and giving such public recognition to the staff members as circumstances permit through assignments involving individual responsibility and participation in conferences.

h. Reports Required or Received by the Naval Stores Division

(1) Report of CCC Loans (Form PMA-244), Change in CCC Inventory (Commodity Credit Corporation Form 3), and Gum Naval Stores Loan Collateral

(2) Furnished by the PMA Commodity Office, Atlanta, Georgia.

(3) This report is received monthly.

(4) The loan and inventory reports summarize the quantity and dollar status of the price support programs and the collateral report is an inventory. Copies are furnished to Fiscal Branch, PMA and to the American Turpentine Farmers Association Cooperative, Valdosta, Georgia, but all items are needed by this office as well as the others.

(5) The report is used in loan program administration.

(6) The report was first used for Naval Stores in 1947 and its use in that program is reviewed annually. The form, as such, was developed and is revised by the Fiscal Branch.

(7) It does not need revision

(8) The report is not duplicated by other information received.

(9) This report cannot be combined with other reports.

(10) One copy is received and is maintained in our working files.

(11) FI-521.1 is the instruction covering this report.

(12) The daily program advice, ATFA Form 5, market telegram, and warehouse inspection reports, described below are also needed for effective loan program operation.

(13) This report is essential and is in good order.

h. Reports Required or Received by the Naval Stores Division

(1) Telegraphic report of Savannah market quotations

(2) The Savannah Cotton and Naval Stores Exchange furnishes this report.

(3) The telegram is received daily.

(4) The report shows market price quotations and quantities offered and sold.

(5) The report is a guide to program operations, especially sales.

(6) We have been receiving it for years.

(7) No revision is needed.

(8) No duplication is involved.

(9) This report is not susceptible of combination with others.

(10) One copy is received and is maintained in working files.

(11) The service is subscribed to by this Division

(12) The Atlanta office reports daily program advice, ATFA Form 5, and warehouse inspection reports are also needed for effective program operation.

(13) This report is essential and is in good order.

h. Reports Required or Received by the Naval Stores Division

(1) Daily Report of Loans and Daily Report of Redemptions

(2) The American Turpentine Farmers Association Cooperative, Valdosta, Georgia, furnishes this report.

(3) It is mailed by ATFA on each day that any activity occurs.

(4) It shows quantities pledged or redeemed.

(5) It supplements the monthly Atlanta office reports (See Exhibit A-1).

(6) It was originated in 1947 and has not been revised.

(7) No revision is necessary.

(8) The Atlanta monthly reports contain the same information, but are not sufficiently current.

(9) This report is not susceptible of being combined with other reports.

(10) One copy is received and is maintained in working files.

(11) A letter request addressed to the ATFA is the authorization for this report.

(12) The Atlanta Office reports, daily market telegram, ATFA Form 5, and warehouse inspection reports are also needed for effective program operation.

(13) This report is essential and is in good order.

Naval Stores Division
PMA-TOB

Exhibit A-4

h. Reports Required or Received by the Naval Stores Division

(1) Weekly Report of Gum Purchases (ATFA Form 5).

(2) 26 processing plants furnish these reports.

(3) They are submitted weekly.

(4) The report shows a quantity of each grade of gum purchased, estimated total content of turpentine and rosin, and total amount paid.

(5) The data received from the processors are averaged and a weekly release, "Prices of Crude Pine Gum" is prepared for the information of the producers and trade. The information helps producers decide when to use the loan program and also keeps us currently informed of processing margins.

(6) This form was originated for the period June 1947--July 1948 and has been in continuous use since June 1949. It was last revised May 1950 and approved by the Bureau of the Budget.

(7) No revision is needed.

(8) No duplication with other reports is involved.

(9) They cannot readily be combined.

(10) One copy is received. It is posted on ledger paper and filed.

(11) The report is submitted pursuant to the Warehouse Agreement (ATFA Form 2, 1950) and on voluntary basis from other than loan program warehousemen.

(12) Loan program operation also requires the Atlanta Office reports, loan program advice, market telegram and warehouse inspection reports.

(13) This report is needed and is in good order.

h. Reports Required or Received by the Naval Stores Division

(1) Foreign Service Reports - Naval Stores

(2) Embassies, consulates, and attaches submit these reports.

(3) They are received annually from 17 countries, quarterly from 15 others.

(4) All the available data and information on production, exports, imports, consumption, and stocks of naval stores are included.

(5) The initial report, resulting from analysis of the data submitted, is now in process of clearance by the Office of Information, PMA. The information will be highly useful to the domestic trade, and to Government offices, including especially ECA and the Naval Stores Division.

(6) It was originated 3/28/49.

(7) No revision is needed.

(8) No other reports duplicate this information.

(9) The information is not readily combinable with other reports.

(10) One copy isreceived by Naval Stores Division. This is analyzed and kept in the working files.

(11) They are submitted pursuant to Department of State, Foreign Service, Economic Reporting Circular No. 6, March 28, 1949. The Naval Stores Division and Office of Foreign Agricultural Relations collaborated with the Department of State in developing this circular.

(12) This report is self-sufficient for its intended purpose.

(13) These reports are important and are in good order.

h. Reports Required or Received by the Naval Stores Division

(1) Warehouse Inspection Report - Rosin - Exhibit A
Warehouse Inspection Report - Turpentine - Exhibit B

(2) The report is submitted by the American Turpentine Farmers Association Cooperative, Valdosta, Georgia

(3) The average interval between reports is 6 weeks.

(4) The form provides a detailed check list of minimum items to be reported on the condition of the stored collateral.

(5) This information furnishes a close check on storage conditions and results in prompt remedial measures against any deficiencies which may occur.

(6) The report form was developed in June 1949. Prior to that time inspectors commented on conditions in letter form.

(7) The report is in process of revision to fit 1950 program.

(8) There is no duplication with other reports.

(9) It cannot readily be combined with other PMA reports.

(10) The original is received, analyzed, acted on, and filed.

(11) Our lottor of June 27, 1949 to the Association is the basis for this report.

(12) Other reports necessary to loan program operation include the Atlanta Office reports, daily market telegram, ATFA Form 5, and the daily loan advice.

(13) This report is essential and is in good order.

Naval Stores Division
PMA-TOB

Exhibit A-7

i. Reports Prepared by the Naval Stores Division

(1) Status of CCC Price Support Inventory, and Sales Recommendations for Month of _____. Form 1-A

(2) It is submitted monthly.

(3) It shows quantities of rosin on hand, book value, recommended sales price.

(4) It was originated in January 1950, and revised 6/14/50.

(5) It is covered by instruction from Assistant Administrator for Commodity Operation.

(6) Loan program records are the basis for the report.

(7) No duplication has been observed.

(8) It cannot be combined.

(9) It is submitted in triplicate to the Price Support and Foreign Supply Branch.

(10) Currently, 1 to 2 man hours suffices each month.

(11) This report appears adequate for the purpose.

(12) We have no suggestion on this report.

Naval Stores Division
PMA-TOB

Exhibit A-8

i. Reports Prepared by the Naval Stores Division

(1) Report of Sales made under Sales Price Policy announced on January 18 and 30, 1950. Form 1 B

(2) It is submitted weekly.

(3) It shows the purchaser, quantity, and dollar value of goods sold.

(4) It was originated in 1950 and has not been revised.

(5) The memo of March 1, 1950 from the President of CCC is authority for this report.

(6) Loan program records are the basic data for this report.

(7) The same type of information, but covering all sales, is given weekly to the Assistant Administrator for Commodity Operations.

(8) It might be combined with Exhibit A-9.

(9) Two copies are submitted to the Price Support and Foreign Supply Branch.

(10) We spend one-half man hour per week on this report.

(11) The information is sufficient for the intended purpose.

(12) It might well be combined with Exhibit A-9.

Exhibit A-9

i. Reports Prepared by the Naval Stores Division

(1) Memorandum, subject, "Information Needed to Carry Out Responsibility of CCC with Respect to Over-All Operations."

(2) It is submitted weekly.

(3) It lists quantities and prices of each commodity sold.

(4) It was originated October 1949 and has not been revised.

(5) It is submitted pursuant to memorandum dated 10/31/49 from the Assistant Administrator for Commodity Operations.

(6) Loan program records are the basis for the report.

(7) It is partially duplicated by Form 1 B. (See Exhibit A-8).

(8) It might be combined with Form 1 B.

(9) An original is submitted.

(10) One-half man hour per week is spent on this report.

(11) Apparently this report suffices for the purpose.

(12) It might well be combined with Form 1 B .

Naval Stores Division
PMA-TOB

Exhibit A-10

i. Reports Prepared by the Naval Stores Division

(1) Memorandum, subject, "Recommendation of Tobacco Branch Commodities Available as of _____ for Assistance to Foreign Countries under Subsection 112(e), Title I, of the Foreign Assistance Act of 1949."

(2) It is submitted monthly.

(3) It is a statement of availability and pricing considerations.

(4) It was originated September 1948 and has not been revised.

(5) The memorandum of September 27, 1948 from Director, Price Support and Foreign Supply Branch, is the authority for this report.

(6) General program data form the basis for this policy recommendation.

(7) It is not duplicated by other reports.

(8) Could not readily be combined.

(9) Only our original is submitted.

(10) The preparation time is variable; it averages about 1 man-hour per month.

(11) This report is self-sufficient.

(12) We have no suggestion on this report.

Naval Stores Division
PMA-TOB

Exhibit A-11

i. Reports Prepared by the Naval Stores Division

(1) Memorandum, subject, "Commodity Credit Corporation Turpentine and Rosin Stocks as of _____."

(2) It is submitted monthly.

(3) It shows stocks at end of month, disposition during month, and cumulative disposition during the fiscal year.

(4) It was originated in December 1949 and is unrevised.

(5) The memorandum of December 13, 1949 from Director, Transportation and Warehousing Branch, requests this report.

(6) The data are from Atlanta Office reports.

(7) All data are obtainable from the Atlanta Office reports, but are not summarized in this form.

(8) We are not in a position to judge whether this report could be combined.

(9) An original is submitted.

(10) Preparation time averages 1 man hour per month.

(11) The report is complete for this particular purpose.

(12) We have no suggestion on this report.

Exhibit A-12

i. Reports Prepared by the Naval Stores Division

(1) CCC Price Support Commodities Availability Report

(2) It is submitted weekly.

(3) It shows quantities of turpentine and rosin in "inventory" status.

(4) It was originated July 1949 and is unrevised.

(5) It is for the use of the Administrator, PMA.

(6) Source of data are the division records - (Atlanta Office reports, adjusted for sales)

(7) It is not duplicated.

(8) We are not in position to judge whether it could be combined.

(9) The original is submitted.

(10) Preparation requires one-half man hour per week.

(11) The information suffices for the purpose.

(12) We have no suggestion on this report.

Exhibit A-13

i. Reports Prepared by the Naval Stores Division

(1) Prices of Crude Pine Gum

(2) It is prepared weekly.

(3) It shows the average price paid for gum at processing plants, the volume of receipts, and the estimated grade and content of gum.

(4) It was originated in June 1949 and is unrevised.

(5) This report was originated by the Naval Stores Division.

(6) The original data are the "Weekly Report of Gum Purchased," submitted by the processing plants.

(7) It is not duplicated by other reports.

(8) No similar reports are published by USDA.

(9) The primary release is by the Office of Information which telegraphs the report to Atlanta for distribution to the press and radio in the producing territory; in addition we mimeograph 50 copies for the mail distribution (mailing list) to the processing plants and other interested parties.

(10) Six man hours per week is spent on the report.

(11) The report is complete for the purpose.

(12) We have no suggestions on this report.

Exhibit A-14

i. Reports Prepared by the Naval Stores Division

(1) Annual Progress Report - Naval Stores Division

(2) It is annual and covers fiscal year.

(3) It contains a narrative and statistical report on all activities of the Naval Stores Division.

(4) Annual reports by public agencies are a custom of long standing and PMA has required them since its organization in 1945.

(5) PMA Procedure Instruction 109.2 covers this report.

(6) All available operational data are drawn upon.

(7) It is not duplicated by other reports.

(8) It is not readily susceptible of being combined with other reports.

(9) An original and 3 copies are prepared by this Division.

(10) 50 man hours per year are spent in its preparation.

(11) This report suffices for the intended purposes.

(12) No suggestion is made on this report.

Exhibit A-15

i. Reports Required or Received by the Naval Stores Division

(1) Rosin Classification and Grade Certificates, TB-46
Rosin Grade and Weight Certificate, NSA-21, Revised
Turpentine Field Classification Certificate, TB-52
Loan and Sale Certificate for U. S. Grade Rosin, TB-63

(2) These are submitted by 6 regular and 31 licensed inspectors.

(3) These are submitted as inspections are made, currently.

(4) These show identifying marks, quantities, and grades.

(5) Billings are prepared monthly by the Washington staff from these inspection reports.

(6) The were originated in 1923.

(7) They are not in need of revision.

(8) No duplication exists between this and other PMA reports.

(9) These are not combinable with other reports.

(10) One copy is received, acted upon, and is retained in permanent files.

(11) Regulations under the Naval Stores Act are the basis of these reports.

(12) The reports are sufficient.

(13) This report is basic to the inspection service.

Exhibit A-16

i. Reports Prepared by the Naval Stores Division

(1) Billing for inspection services, Form TB-47, 48 and 49.

(2) These are prepared monthly.

(3) They show date, quantities, and fees due.

(4) They were originated in 1947 and have not been revised.

(5) Billings cover services rendered under authority of the Naval Stores Act of 1923 and Regulations issued thereunder.

(6) The billings are prepared from the inspection certificate.

(7) The billings do not duplicate other PMA reports.

(8) They cannot be combined with other reports.

(9) We prepare three numbered forms, TB-47, TB-48, and TB-49, and two carbon copies.

(10) Compiling inspection reports, preparing billings, and accounting for receipts require an average of 120 man hours per month.

(11) The billings suffice for the purpose.

(12) These reports are essential.

MANAGEMENT IMPROVEMENT STATUS REPORT

Exhibit B-1

1. Branch or Office Naval Stores Div., PMA-TOB

2. Date 7/25/50

3. This Report Covers Management Improvement Statement No. TB - 17

4. Action Taken from Sept. 2, 1949 to June 30, 1950

Man Years Actually Spent on Solution None

5. Action to be Taken During Fiscal Year 1951: None

6. Action to be Taken During Fiscal Year 1952: None

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

None. Agricultural Act of 1949 did not contain authority for production payment type of program.

MANAGEMENT IMPROVEMENT STATUS REPORT

Exhibit B-2

1. Branch or Office Naval Stores Div., PMA-TOB

2. Date 7/15/50

3. This Report Covers Management Improvement Statement No. TB - 18

4. Action Taken from Sept. 2, 1949 to June 30, 1950

Man Years Actually Spent on Solution 1/12

5. Action to be Taken During Fiscal Year 1951:

Efforts to inaugurate a market news service will be continued; once started, supervision of the service will become the principal task.

6. Action to be Taken During Fiscal Year 1952: Same as 5 above.

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

This market news proposal was included in the Department's long-range plan for market news development and has been favorably considered by the Senate subcommittee on agricultural appropriations.

MANAGEMENT IMPROVEMENT STATUS REPORT

Exhibit B-3

1. Branch or Office Naval Stores Div. , PMA-TOB

2. Date 7/15/50

3. This Report Covers Management Improvement Statement No. TB - 19

4. Action Taken from Sept. 2, 1949 to June 30, 1950

Man Years Actually Spent on Solution 1

5. Action to be Taken During Fiscal Year 1951:

Continue liquidation of rosin under monthly sales price announcements on basis of offers and acceptances pursuant to sales announcement (Announcement TB-12) currently effective.

6. Action to be Taken During Fiscal Year 1952:

Same as 5 above.

7. Economies or Improvement in Service Whice Have Resulted from Action Taken:

Producers were permitted to redeem rosin from the 1949 loan until April 1, 1950 and 7,170 drums were so redeemed. From April 1 to the close of fiscal '50, CCC sold 5,524 drums under action outlined in 5 above.

MANAGEMENT IMPROVEMENT STATUS REPORT

Exhibit B-4

1. Branch or Office Naval Stores Div., PMA-TOB

2. Date 7/15/50

3. This Report Covers Management Improvement Statement No. TB - 20

4. Action Taken from Sept. 2, 1949 to June 30, 1950

Man Years Actually Spent on Solution 1

5. Action to be Taken During Fiscal Year 1951:

Reports will continue to be analyzed and summaries issued.

6. Action to be Taken During Fiscal Year 1952:

Same as 5 above.

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

A rough draft of the first report on foreign demand and supply conditions for naval stores has just been completed and is in process of being reviewed and published.

MANAGEMENT IMPROVEMENT STATUS REPORT

Exhibit B-5

1. Branch or Office Naval Stores Div., PMA-TOB

2. Date 7/15/50

3. This Report Covers Management Improvement Statement No. TB - 21

4. Action Taken from Sept. 2, 1949 to June 30, 1950

Man Years Actually Spent on Solution 1/50

5. Action to be Taken During Fiscal Year 1951: None

6. Action to be Taken During Fiscal Year 1952: None

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

The Bureau of Agricultural Economics completed a rough draft which was unsatisfactory in some respects. It is being redrafted and it is hoped that a Situation report for naval stores soon will be issued. The Naval Stores Division will continue cooperating and collaborating to whatever extent is requested by BAE.

MANAGEMENT IMPROVEMENT STATUS REPORT

Exhibit B-6

1. Branch or Office Naval Stores Div., PMA-TOB

2. Date 7/15/50

3. This Report Covers Management Improvement Statement No. TB-22

4. Action Taken from Sept. 2, 1949 to June 30, 1950

Man Years Actually Spent on Solution 1/10

5. Action to be Taken During Fiscal Year 1951:

Efforts to obtain more adequate funds will be continued.

6. Action to be Taken During Fiscal Year 1952:

Efforts to obtain more adequate funds will be continued.

7. Economies or Improvements in Service Which Have Resulted from Action Taken:

The results of action taken on each aspect of this problem included in the Statement of September 1949, are as follows:

(1) No funds have been available for inspector-trainees.

(2) No expansion of regulatory work has been undertaken.

(3) An additional chemist was employed and proved highly useful. It now appears problematical whether he can be retained under prospective action to reduce appropriations.

(4) It has not been possible to augment the supply of standards.